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ABSTRACT

A description and evaluation of the Baltimore Youth Advocate Project (YAP) is provided in this report. This project attempted to find out whether, to what extent, and with what results certain children could actually be diverted from the juvenile justice system. The project provided coaching and counseling services to pre-delinquent and potentially delinquent children ("Children in Need of Supervision") mainly through referrals made by the Department of Juvenile Services and from schools in areas covered by the project. Youth advocates, (ages 17-19) were recruited to work part time under the immediate direction of an area supervisor. In the field, these advocates were on call day and night. Similar to their clients in age and background, these youth advocates served as contact persons through which "children" in need could be guided to existing agencies and resources. About 216 youth were served through the first two years of the project. The average length of a completed case was six months. Data from the evaluation indicated that the project had a desirable effect on recidivism and the level of agency support in the community. (Author/AM)

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TEENS HELPING OTHER TEENS GET IT TOGETHER: AN EVALUATION OF THE BALTIMORE YOUTH ADVOCATE PROJECT

Final report submitted to the Social and Rehabilitation Service, U. S. Department of Health, Education, and Welfare
Grant No. 86-P-80068/2-01

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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Mayor's Office of Manpower Resources
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Chapter I

Description

1. Background and Overview

The inspiration for the Baltimore Youth Advocate Project (YAP) stemmed primarily from the recommendations of the President's Commission on Law Enforcement and Administration of Justice. In its report, The Challenge of Crime in a Free Society, and the related Task Force Report: Juvenile Delinquency, the Commission argued that the juvenile court experiment should not be totally abandoned, but that it should be seriously modified. The Commission proposed a number of reforms aimed at reducing the formal juvenile justice system to an institution of last resort, as well as reducing the range of conduct for which court intervention could be authorized.

Of direct relevance to the Baltimore Youth Advocate Project (YAP) was the further suggestion that community based strategies should be developed for dealing with troubled youth, which would serve as alternatives to court action. In this way, it was hoped that young persons who had experienced a mild brush with the juvenile law could be diverted from court supervision and provided with other forms of non-punitive support. This approach was intended to ameliorate relatively minor problems, and to do so in a humane manner, before they led to more serious legal entanglements. While the Commission was inexplicit as to the appropriate auspice of such community located services, it clearly held that they should not be administered by the police, the courts, or other arms of the juvenile justice system.

From its inception, YAP has reflected an independent community-based character similar to that outlined by the President's Commission.

Funded by a Research and Demonstration Grant from the U. S. Department of Health, Education and Welfare, administrative responsibility for the project was assigned to the Mayor's Office of Manpower Resources, Mrs. Marion W. Pines, Director. The day to day operation of the program was in turn delegated to the Project Manager, a position filled by Mr. David Ridgley for the past twelve months.

As a small scale pilot project, it was necessary to limit the areas within Baltimore that could be served. An examination of the Department of Juvenile Services (DJS) records revealed that a disproportionate number of "Children in Need of Supervision" (runaways, truants and ungovernables) were located in three sections of the city. These three areas, labeled Northwest, Southwest, and Southeast, were selected as target areas. All "pre-delinquent" or "potentially delinquent" children living within their boundaries who were brought to DJS intake as alleged "Children in Need of Supervision" (CINS) thus became eligible for referral to the Youth Advocate Project, provided that the case was not handled formally by the court. As a rule, youth with previous delinquency charges were not referred, and youth with drug histories were excluded from referral order of the judge of the Juvenile Court.

Within each of the target areas, six Youth Advocates (age 17 - 19) were recruited to work part time under the immediate direction of an Area Supervisor. Both the Advocates and the Supervisors were chosen for their knowledge of the community and their experience working with neighborhood youth. A professionally trained Family Crisis Intervention Team was housed in a central office, but equipped to travel quickly to the target areas as needs dictated.

The first month of the program focused exclusively on training the Advocates and Supervisors. It explored the attitudes and needs of adolescents in trouble, and stressed the influence that older "peer models" could have on such youngsters. Existing community resources (e.g., recreation, counseling, tutoring) were identified. The Advocates were taught how to intervene effectively on behalf of their clients with respect to housing, health, education and contacts with the court. Emphasis was also placed on understanding one's own limitations and knowing when to seek professional assistance from the Family Crisis Intervention Team. Weekly workshops dealing with these and other related topics were conducted throughout the first year, and monthly sessions devoted to Advocate development.

Once in the field, the Advocates were on call day and night. Similar to their clients in age and background, these readily accessible "familiar faces" served as conduits through which youth in need could be guided to existing agencies and resources. The Advocates also provided a good deal of informal coaching and counseling.

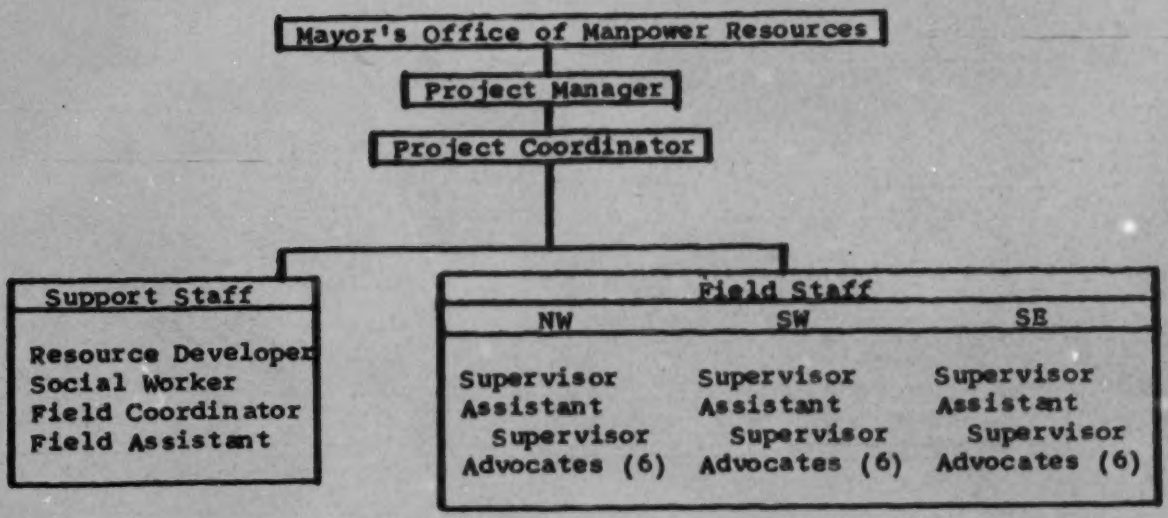
Within this context, several changes have been made in the original program design. Initially, YAP was intended to provide services to "Children in Need of Supervision" (CINS) age 13 - 16, who were identified and referred to the project by the Department of Juvenile Services (DJS). A majority of clients did indeed come from this source. In the second program year, however, YAP expanded its eligibility criteria to include youth age 12½ - 17, and also began accepting referrals from the Department of Education.

In the process, several alleged delinquents were admitted to the program. A year of experience also suggested that clients and advocates should be matched by sex and race, and that the age of persons employed as advocates should be increased from the originally projected 17 - 19 to the present level, 17 - 22.

It was originally estimated that YAP would serve 300 to 500 youth during the first two years. Through February 1974, after eighteen months of operation, YAP has assisted approximately 150 clients. It is likely that an additional 125 will enter in the next six months, yielding a final total of 275. The problems encountered in obtaining maximum enrollment will be discussed in Chapter II Section 2 below.

Lastly, the three member Family Crisis Intervention Team was administratively merged with the YAP staff. The former was, and continues to be, funded under a separate grant from the United States Department of Health, Education and Welfare. As originally envisioned, these experienced specialists were to function as a unit; the entire team working with the most difficult and explosive cases. For the sake of broader coverage, the Family Crisis Intervention Team was disbanded and its members became the Youth Advocate Support Staff. In the summer of 1973, three Field Assistants were provided by the Urban Corps. During the school year, the Public Employment Program provided an assistant to each Area Supervisor. These additions to the staff were not paid for out of project funds.

YAP ORGANIZATIONAL CHART 1974*



Four goals were established for the program, and it is against them that the present evaluation will proceed.

1) To keep youth referred to the Court as "Children in Need of Supervision", and thereafter diverted to an alternative community treatment (YAP) out of the court system for as long as possible.
2) To enable such children to become better able to cope with their environment, and thus also with the factors which caused them to be referred to the court.
3) To involve community agencies in the delivery of more, better and where necessary, new services to such children.
4) To determine the gaps, inefficiencies, ineffectiveness and appropriateness of existing services for such children.

* Complete job descriptions for all personel are detailed in Appendix III.

2. The Youth Served

The total number of youth served, through the first two years of the project, will be approximately 275, including those expected to be admitted between the date of this report and the end of August, 1974. Of these 275, about 150 will have been referred from the juvenile court's intake office (DJS) and 125 will have been referred from schools in the areas covered by the project. Referrals were sought from the schools, starting with the later months of 1973, after it had become clear that DJS would not supply a number sufficient to test the project's capacity.

At several places in this report, the universe under analysis is a "project year" defined as twelve months of operation at the full capacity actually achieved. The "project year" is therefore a statistical construct represented by twelve months of operation as the project is currently operating in March, 1974. The average client load for the "project year", so conceived, was 80--meaning 80 youth served at any moment by 18 advocates, in a ratio of four or five youths per advocate. This again differs from the original expectation, which had looked toward a capacity of about 108, yielding a ratio of six youth per advocate.

It was originally anticipated that children would be retained in the project for varying lengths of time in order to arrive at some "optimal" length of case. Clients would be served for three or six months. Such a staggering of case lengths was never implemented, partly due to the difficulty in attracting referrals.

In practice the average length of a completed case was six months. The project set down no hard and fast guidelines governing case closure or termination, except that a client was dropped if he became formally adjudicated as a child in need of supervision, or a juvenile delinquent. This occurred in about ten cases. In these cases, the child was kept in the project until the court process was concluded--the child was accompanied through the court process and was helped to secure the services of Legal Aid or the Public Defender's Office.

Through the life of the project, decisions as to when to terminate were made by supervisor, social worker and advocate after discussion of the case. The criteria for case termination were based on an informally assessed relationship between the needs of the child and the ability of the project to give further help. In any project or program clients will terminate themselves or "drop out" for various reasons. The Advocate project was no different in this respect. It appears that if a youth was going to drop out of the project because he found it unhelpful or boring or distasteful, he would remove himself within the first one or two months after admission. Another way to say this is that if an advocate succeeded in establishing a solid relationship with his client very early, then the client's likelihood of staying with the project was increased. Only thirteen children voluntarily withdrew from the program.

Once a child was referred by DJS to YAP, the area supervisor of the project would meet with parent(s) and child to explain the project's work in detail. If there was acceptance by parent and child, each would sign a statement indicating his willingness

to participate in the project and to meet with project staff. During this first interview, the supervisor gathered extensive personal history information from the family in order to devise a treatment plan. An advocate was then assigned to the child and the two would begin the process of building a relationship and working together on meeting the child's needs.

The shortage of referrals from DJS, despite persistent efforts to gain them, led to an arrangement with schools, as already explained, to accept the referral of children who would otherwise have been taken to the court's intake office. About a third of all referrals came from this source, using essentially the same criteria and procedures.

3. Services Provided

The services provided by the project fall into two categories: (1) the services of existing agencies, to which referrals were made, with the advocates often accompanying the children to these agencies and helping them to make the best use of the services available and (2) the services of the advocates themselves, assisted by their supervisors and the central office staff (the former "family crisis intervention team"). This service may best be termed "counseling". The proportionate relation between these two categories of service varied from time to time and from case to case. It may nevertheless be reported that one of the findings of the experiment was that both advocates and clients placed a much higher value on the direct "counseling" of the advocates than had been planned or anticipated.

Relationships were developed with many agencies and organizations. Among the agencies which lent support to the program and its staff were the following:

-- The Street Club Service of the City's Department of Recreation and Parks; a Street Club worker was assigned as a resource to each area supervisor of the project.
-- The Urban Corps, which provided an assistant to each of the area supervisors during the summer months.
-- The public schools, which provided a consultant to the project staff from its Pupil Personnel Services.

Among the agencies which provided services to the clients of the project were the following: hospitals and clinics, theatres, Job Corps, Baltimore Civic Center, family service agencies,

recreation agencies, Summer Corps (which provided employment for nearly half of the clients), family planning centers (which provided seminars for youth, parents, and staff), mental health centers, drug treatment centers, neighborhood development organizations, churches, legal aid offices, transportation programs, special and alternative schools, colleges, and many more.

Each target area has vigorously sought to involve the program participants in community and city-wide activities. Youth Advocates and program participants have been involved in the Community Action Agency's Youth Council, Northwest Baltimore Corporation's Basketball League, the Southeast area's INSIGHT, Southeast Community Organization's Congress and Celebration, and the I-Thou Switchboard. Several Advocates and clients appeared in the play "With Love", which was written and directed by a Morgan State College student. The play was presented several times in the Baltimore and Washington areas. Other client involvements included "Rent-a-Kid," swimming at the Carver Vocational High School, visits to the Free Theater, Karate at the Pimlico Recreation Center, and attendance at the play "Ole Baltimore", presented in the Poly-Western High School Auditorium.

Program participants and advocates were involved in club meetings and "rap sessions" in their respective areas, picnics, shopping trips, camping expeditions, bowling trips, as well as visits to the city museums and the Baltimore Zoo. Many advocates have treated their clients to skating trips at Skateland in Painter's Mill, roller derby games, theatre events, concerts, visits to the railroad museum and the Baltimore Harbor.

In order to provide additional enrichment experiences for the youth served by the program, YAP planned several summer field trips, including trips to Great Falls, Gunpowder Falls, and Harper's Ferry.

It is evident from this account that "referral" went far beyond the usual meaning of that term; it included active participation of client-with-advocate in a great variety of activities. Such use of community resources, particularly where the advocate was present with the client, is not easily distinguished, in all cases, from the "counseling" or direct service provided by the advocates.

This counseling may nevertheless be isolated for analytical purposes as the service of a confidant and friend, providing support and understanding, in private. Advocate and client might take a walk or do something together, but not as part of any larger group. The nature of this service defies any precise description or measurement, but the advocates themselves report that this was as much a part of their role as was any use made of community resources. It was here that the individual child found an opportunity to talk freely about those intimate, personal, and subtle problems or questions which may underlie such manifestations of youthful behavior as "truancy" and "ungovernability".

Chapter II

Evaluation

1. The Diversion of Youth from the Juvenile Justice System

The topic of this chapter is the philosophical (theoretical) framework within which this particular project was located. Findings are reported with respect to the contributions made by this project to the general purpose of all such projects--the diversion of youth from the juvenile justice system. It was the purpose of the project to find out, through experimentation, whether and to what extent and with what results certain children could actually be diverted from the juvenile justice system. This purpose--both in broad theory and specific practice--requires the postulation of an alternative to the juvenile justice system: a "youth services system". This alternative "system", though it is not and may never be a closely articulated system like the juvenile justice system, is nevertheless an array of services, programs, agencies which have the function of responding to some of the needs and desires of youth. This implies, at the outset, that the difference between the two "systems" is not merely a difference of degree or auspices or style but a fundamental difference of purpose. Justice serves the community, the social order. Service serves the person, the child--his needs, his desires, not the needs and desires of the community, the neighbors, the schools, the police, the parents. "Advocacy", as an idea and a term, gives special emphasis to this conception--the youth who has an advocate is a youth who has the exact opposite of a supervisor or governor or corrector.

Naturally, these two "systems", though theoretically distinct, are not always distinct in operation. Whether or not they should be made more distinct in operation is debated in the community and in the professional literature. Some of this debate and some of the ambiguities in both theory and practice are reflected in the following analysis. Nevertheless, for better or for worse, there is no doubt that the purpose of this project was radically to divert--from justice to service--from correction and supervision to aid and advocacy.

Further, it has to be kept clearly in mind that though the youth with whom this diversion project was concerned were "children in need of supervision" as distinguished from "juvenile delinquents", both categories of children are legally juvenile delinquents in the sense that both are handled by the juvenile justice system and both categories of children are (when they are) guilty of offenses against the law. It is illegal to be a truant, a runaway, or an ungovernable child. It just happens that these are offenses of which only a child can be guilty--they are "juvenile status offenses". They may or may not be accompanied by offenses against property or persons.

The first fact to be reported and evaluated concerning this experiment in diversion is that half way through this project the whole situation changed. This event, as we see it, throws into doubt every element of the general problem of diversion and throws significant light on the experience of this project and on its implications for the future development of youth services, whether in system or out of system. As of January 1, 1974, the

juvenile courts of Maryland are no longer allowed by law to commit to the state training schools children found by the court to be "in need of supervision". Before 1974, the committing of children to the training schools for these offenses, though it was never actually done on any large scale, served as the steady threat--"reform school for you"--which hung over the head of any child competently charged with one of these offenses against the law. It was the threat, not the actual use, of the training school which served as the determining factor in bringing a child to the court and served as the force-in-reserve behind any probation that might be offered to the child (or imposed on the child) whether before or after his being formally determined to be "in need of supervision The training school was the element, as we see it now, which determined whether a particular child, out of thousands of virtually identical children, would be entangled in the juvenile justice system.

In this light, it may be said today that for all practical purposes, there is no juvenile justice system for "children in need of supervision"--and there are no "children in need of supervision". All such children have already been diverted from the juvenile justice system, a system which is now defined as a system for delinquents only, no longer a system for "ungovernables". Some parents and police officers and school officials may still bring a few children (there never were very many, given the true dimensions of the potential backlog of actual ungovernability) downtown to the juvenile court to see what it can do about their behavior. All that the court ever could do or did do, aside from making a few selected commitments, was to threaten commitment and

assign a probation officer for 45 days or reject the case or refer the case to some agency in the service category. Today that threat is no longer available. For the children who know this, the use in the future of habitual gestures left over from the past will easily by seen through. Today there is no alternative to a youth services system--or to a better community, a community no longer leaning on either justice or services to make up for its inadequacies But this was always the real situation anyway, beneath the veneer of threat and bluff and probation.

Before examining directly the relationship experienced in this project between YAP and DJS--between youth services and juvenile justice—it is necessary that a closer analysis be made of the general or system relationships which lie in the background. The first ambiguity here is whether DJS, at the present or in the past, lies inside or outside the juvenile justice system. One explanation for the factual failure of DJS to produce for YAP the numbers of children anticipated at the outset and sought in vain throughout the life of the project might be the self-conception by DJS that it is not part of the juvenile justice system but part of the youth services system--or that there is no sharp distinction between the two—that juvenile justice <u>is</u> a service program for youth.

Our reading of the situation is that DJS is and always has been emphatically a part of the juvenile justice system; that there are, in fact, two very different systems, one for justice and one for services; and therefore that any program of diversion would be a diversion <u>from</u> DJS. Under this conception, YAP or any other program like it could not be a "resource" to be used by DJS, along

with other "resources", but would be an alternative to DJS, an alternative to any supervision or governance that might be supplied directly by DJS or be supplied under its authority or support. But there is some evidence that YAP was presented to DJS, and/or was perceived by DJS, as a "resource" through which some of DJS's purposes could be pursued, a "resource" which DJS did not particularly need. The contrary is also possible, and both elements might have been present, in contradiction: that DJS perceived YAP as an alternative to its own offerings, and therefore as a truly diversionary threat to its broad authority over children and youth.

The actual structural location of DJS in or near the juvenile justice system is ambiguoug or appears so on the surface, an appearance which has sometimes been used to prove that DJS is a youth service agency. This ambiguity appears first of all on the pages of the statutes. The juvenile justice system, as we view it here, includes (a) the juvenile court, a county or municipal court, at the heart of the system; (b) the state training schools and all other agencies and "services" that are brought to bear upon those children who have been aujudicated to be either delinquent or in need of supervision; and (c) those agencies and other social forces, including the police and the schools and the parents, which in effect arrest children on probable cause and bring them to court, where some of them may be found innocent. It is this latter possibility--a finding of innocence--which makes the name "justice" a more accurate name for the system than the name "correctional"; but except for this possibility, it is in fact a correctional system. The same is true of the adult "justice" system.

The ambiguity in all this consists in the fact that the Maryland State Department of Juvenile Services appears to be located at both positions in relation to the court--both before the court and after the court. The after location is the original and basic location. DJS operated the training schools, here defined bluntly as the state prisons for youth. Everybody knows that they are not usually called prisons but "schools". But everybody also knows that they are in fact prisons. They may, as prisons, be better than some schools, for some of those served; but the same is true of prisons for adults, in so far as thay are reasonably decent prisons, providing for some inmates their first opportunity to learn a trade or to form a significant social relationship. But the training schools remain prisons. The outmoded rhetoric which not long ago spoke of the training schools as anything but prisons, as though they were social services provided first of all for the benefit of their clients, like the rhetoric which named their diagnostic doorway a "Maryland Children's Center", was a rhetoric which located all these functions inside the field of child welfare, sharply differentiated from the field of corrections. This general conception has by now been largely abandoned, along with the conception that the juvenile court is not really a type of criminal court but a type of social agency, and that the trial is not a trial but a "hearing".

On the basis of straight talk, the before-court location of certain DJS functions is the location of one of the correctional arms of a correctional agency. This arm is called "intake". DJS conducts the court's intake functions. But this is the intake office <u>of the court</u>, not of DJS as a service agency. The law is

clear on this point. The DJS "intake consultants", as they are called, though on paper they are employees of a state agency and though their salaries are paid out of the budget of a state agency, are actually agents of the court and specifically of the judge. In the words of the statute, they are "under the immediate direction, supervision and control of the judges". Any policy under which they operate is a policy established by the judge. Under the law, DJS supplies to each local court its "service staff", which for present purposes is the intake staff. Those agencies and social forces which bring children to the court and therefore to or toward trial--or which may refrain from bringing them to court and trial, which may divert children from court and trial--do not include DJS. In short, DJS does not actually have any before-court function, despite appearances. The DJS intake consultants form the court's intake office. A child who arrives at DJS has arrived at the court. DJS is located entirely inside the juvenile justice (correctional) system. A youth services program could not therefore serve as a resource for DJS--Only as an alternative. Any agency or project or program is either a part of the juvenile justice (correctional) system, for youth guilty of delinquency (or, in the past, of ungovernability), laying aside those few who are found, through the justice of a trial, to be not guilty; or, it is a part of an intangible youth service system entirely organized around youth who are not guilty of anything.

This is not to deny that the court's intake function has also an "out-give" function, a function of refusal or turnback. All courts, both adult and juvenile, have a pretrial need for refusal and rejection. The courts and prisons are incapable

of handling the potential load, or even the actual load. But we never hear of intake being given the name of rejection or even of being given a double name. This may have no significance, as a mere name, but we may hazard the suggestion that only an intake-and-rejection office structurally separate from the court, as part of a youth services system distinct from the juvenile corrections system, could play the rejection role with the same vigor that it plays the intake role.

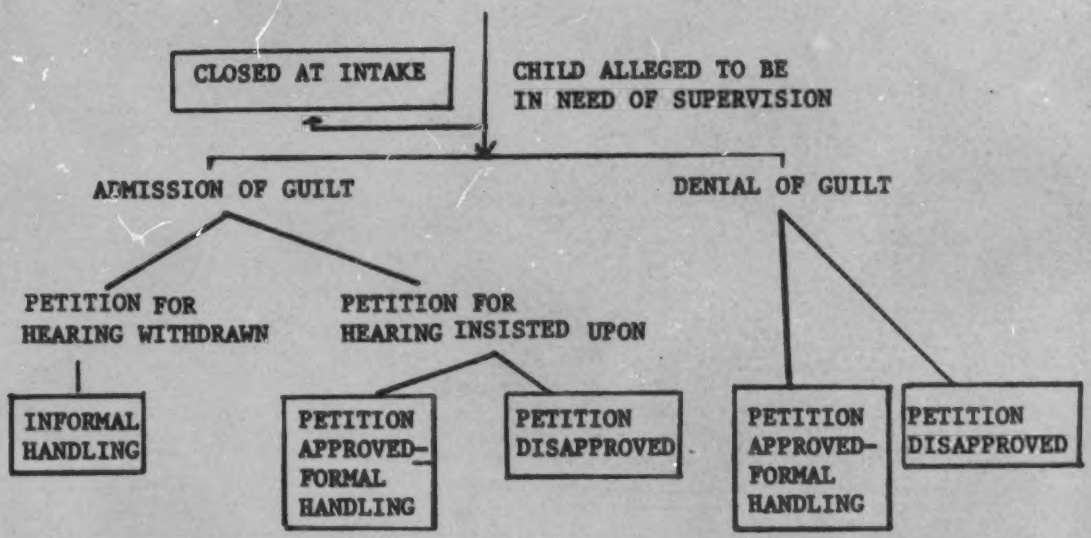
The chief difficulty with the idea of a pre-court rejection function is the problem of guilt or innocence. How could any agency other than the court determine that a candidate for correction is in fact innocent and then turn him back to the community? The same problem applies when the issue is not guilt or innocence but mild or severe disposition of the guilty. How could any agency other than the court decide that a child found guilty of delinquency or of need for supervision would best be handled mildly rather than severely, through the offering of services rather than through correction or supervision?

The answer to those questions can only be that the intake office of the court, operated for the court by DJS consultants is a court function and therefore, ultimately, a function of the judge. And the only basis for official intervention by these intake consultants is the fact that they have found that a child alleged to be in need of supervision is, in fact, in need of supervision--is, in effect, guilty as charged. But how can a child be found guilty if there has been no trial? By his admitting his guilt, and admitting it to the court, in the person of the judge's intake worker. This may be merely an admission under pressure--or

under circumstances--a confession made as an alternative to full trial and its possible consequences, most of which are no longer real--but it is an admission or a confession, nevertheless, even when this may only be the child's way, or the way of others, to keep free of the formal court.

The outcomes available to the court's intake office are the following, under the heading "manner of handling", quoting from DJS's Juvenile Services Statistical Card: 1) formal, 2) informal, 3) disapproved, and 4) closed at intake. "Formal" means admitted to the full process of a court hearing or trial; "informal" means that the child confesses to the charge, the petition for a hearing is withdrawn, and the matter is handled by intake wither by assigning a probation officer (for no more than 45 days) or by referring the case to some service agency or by having two or more conferences with the intake consultant; "disapproved" means that whether the child pleads guilty or innocent, the petition for a formal court hearing is rejected, a rejection that may be appealed by the petitioner; "closed at intake" means that the whole matter is settled at this single intake conference. The whole procedure is shown in the following flow chart:

THE INTAKE PROCESS



This chart shows that the intake process is in essence a kind of pretrial trial, since the first question raised is whether the child pleads guilty or innocent. At this point the child is advised of his constitutional right to remain silent and is told that he has the right to be represented by a lawyer. An exception to this is the case "closed at intake", which may be a case disposed of without any attempt to press the issue of the child's "guilt" or "innocence".

When DJS statistics for the Fiscal Year 1972-73 are distributed according to the four possible outcomes of the intake process, the results are as follows:

	Formal	Informal	Disapproved or Closed at Intake	Totals
Truancy	70	86	312	468
Runaway	248	27	112	387
Ungovernable	608	228	632	1,468
Totals	926	341	1,056	2,323

The pool from which referrals might have been made to the Youth Advocate Project includes all of these except those handled formally by the court itself--1,397 out of the total of 2,323. Only a few of these--the 341 handled "informally" would be children informally adjudicated as being truant or runaway or ungovernable. Most are only alleged to be, though there may be no significant differences between these categories of children with respect to behavior or attitude. No breakdown is available of YAP clients with respect to their status as "informal" or "disapproved" or "closed at intake".

The closing of the training schools to "children in need of supervision" means the virtual elimination of these children, whether "guilty" or "innocent", from the jurisdiction of the juvenile justice system including the court's intake office. This means that all these terms--from "informal" to "ungovernable" to "total"--are obsolete. Some children are probably still being brought to the intake office; but the outcome in theory can only be a kind of universal rejection or disapproval --though some will probably continue to be handled informally by the staff. There is no alternative, for virtually all these children, and for all like them who are never brought to court, but to look for help in the system of service agencies.

2. The Problem of Referrals

The original projection made by the planning consultants indicated that it would be feasible to serve between 300 and 500 youth during the first two years of the program. While that projection did not represent a contractual obligation, in retrospect it proved to be a realistic estimate. Experience has clearly established that 18 Advocates can effectively serve, at a minimum, 6 clients each, and that the caseload can be "turned over" at least twice a year. If this procedure had been followed, YAP would have served 432 youth. In reality it served about half that number.

The crux of the problem was located squarely in the Department of Juvenile Services. Intake workers at DJS had total discretion over which eligible youth would actually be referred to YAP. Strenuous efforts were made by the YAP staff to have DJS increase its rate of referrals. Both formal and informal approaches were repeatedly made to all levels of DJS personnel. In addition YAP assigned a full time "catcher" to the DJS intake unit. It was hoped that the physical presence of the "catcher" would increase DJS awareness of YAP and afford the opportunity to build a personal bridge to the intake workers. Despite these measures, and despite the fact that there was no lack of potential referrals (see Table 1, page 22 above), the YAP resources were grossly underutilized.

Several reasons may account for the reluctance of DJS to provide a full complement of clients. The DJS intake workers undoubtedly viewed themselves as competent professionals. In this role they were expected to successfully counsel children and their parents, and resolve many if not most problems on the spot. The act of referring the case to an outside program, especially if the presenting

problem was a mild one (i.e., CINS complaint), was probably ego threatening and tantamount to admitting failure. Secondly, it is also conceivable that the intake workers believed that there were other services, far superior to YAP, to which they should refer clients. We have explored this possibility by informally contacting most of the other youth programs in Baltimore that also seek referrals from DJS. They consistently reported that DJS did not supply them with an adequate case load either. Thirdly, with respect to cases which were "Disapproved" or "Closed at Intake" the intake workers may have felt that referral to YAP was equivalent to sentencing the child to a kind of unofficial probation officer. Such a referral could be construed as a punitive measure which was not warranted.

3. The Observations and Views of Staff Members

As part of the evaluation, a member of the evaluation staff of MOMR visited the three target area offices and sought from the advocates their informal views and observations regarding their work, their clients, and their experiences with community resources. On the basis of these discussions, a questionnaire was devised and was submitted to all staff members; returns were received from 14 advocates, 3 supervisors, and 3 members of the central office staff.

The findings of this inquiry are summarized and discussed in the following paragraphs, under the items of the questionnaire.

1) The work of an advocate has been:

* a. mostly counseling, some referral
_____ b. about half counseling, half referral
_____ c. mostly referral, some counseling
_____ d. some other elements or combination (please explain)

The most frequently checked response was: "mostly counseling, some referral", though for some of the advocates it has been about half and half. We assume, since there was no measure of "most", that counseling and referral were roughly equal components of the program, with the counseling component being in no sense ancillary to the uses made of regular community resources. Though the original idea of the project may have been to use the advocates chiefly as agents to make regular community services available, it has been found in practice that an equally needed function of the advocates has been direct counseling. This "counseling", however, was not always what the word implies. The advocates have explained that what they actually did, for the most part,

was just be with their clients--take a walk, have a talk, go to the park, do other activities together. Such a "counseling" is not to be classed as amateur casework or junior therapy; it is more like providing companionship in an atmosphere that encourages the discussion of problems and the devising of ways of resolving them, "getting it together". It has been the policy of the project that when an advocate has found that a client had a severe and specific difficulty requiring the professional services of a special agency, including a serious counseling service, that a supervisor or a member of the professional support staff of the project would handle it, or a referral would be made and followed through.

2) When an advocate approaches an agency with a client, how much effect does the presence of the advocate have on the quickness or thoroughness of the agency's response:

_____ a. a great deal
____*_ b. some
_____ c. very little
_____ d. other (please explain) _____

The response checked most often was "some". This finding bears upon neither "counseling" nor "referral" but rather on that special role of advocacy where the advocate would take the client personally to an agency and represent him, asserting and defending the client's right to service. This, apparently, has not been a major element in the project or an element found to be outstandingly successful or necessary. We did not ask, however, what may be more important--the effect of the advocate's presence and company in actually getting the client to the agency, quite apart from any effect on the agency's response. Informal reports do suggest that some of the clients were too timid or discouraged to go it alone in

making effective use of community resources. This would be particularly the case with the more embarrassing problems and agencies, such as mental health services and services in response to sexual problems.

3) An advocate offers the following kinds of service: (Number these from 1 to 5 in order of their importance)

1 a. concern and patience, as a confidant
2 b. information and guidance, as a resource
4 c. authority and pressure, as a leader
3 d. defense and advocacy, as an intermediary with agencies
____ e. other (please explain) _____

The staff members left these four responses in just this order of importance, with the exception that "c" and "d" were reversed, though not by all staff members. It is clear that concern and information--the ingredients of the "counseling"--were the principle elements in the service which the advocates offered their clients, outranking the advocacy role in the literal sense of intervening with agencies.

4) The types of agencies with which an advocate has most frequent contact are: (Number these from 1 to 10, in order of their frequency.)

____ a. educational
____ b. recreational
____ c. jobs, etc.
____ d. medical and dental
____ e. psychiatric, mental
____ f. tutoring, etc.
____ g. court, DJS, police, etc.
____ h. family counseling, etc.
____ i. family planning, etc.

____ j. other (please explain) _____

The two categories ranked highest in response to this item were <u>educational</u> and <u>recreational</u>. The category ranked lowest, naturally, was <u>correctional</u> ("DJS, court, police"), since it was one of the purposes of the project to keep clients from contact with those

agencies. No particular pattern was found among the other categories listed--vocational, medical, psychiatric, etc. The responses were scattered, probably reflecting a diversity of children, areas, and advocates. The only conclusion that might tentatively be formulated is that the agencies most commonly used by these children and their advocates are the normal "agencies" in the lives of children, the educational and recreational "agencies". That is to say, not all the needs of these children represent problems, calling for the attention of agencies (meaning unusual services intervening with respect to pathologies of one sort or another.) Such problems were certainly found; and such agencies were certainly used. But educational and recreational resources belong to the everyday lives of all children, and of children just as they are, untreated and uncorrected; they do not have the function of "helping" or "problem-solving". This distinction between normal community services for normal children and special services in response to special problems or pathologies might be useful in the designing of future programs and in deciding on their auspices.

It might be added that a reading of the varied responses of the advocates to this question reminds us that in certain respects there is no such thing as "a client" or "a youth". Instead, there are two persons--a boy and a girl. Those advocates who were female and served female clients made heavier use of agencies offering sex related services--family planning, pregnancy counseling, and the like. It was further brought out by this phase of the evaluation that recreational resources are particularly lacking for girls. For boys, there are sports--for those boys who want them.

But for girls, and for those boys who don't want sports, the situation is distinctive and worse. As sociologists have noted, a city is not designed for girls. And this differentiation too might enter into the design of any future program.

5) The greatest value or strength of this program in my judgment, lies in:

* a. the closeness of advocate to client, in age and background
____ b. the skill or personality or selection or training of the advocates
____ c. the knowledge of the community and its resources possessed by the advocates
____ d. other (please explain) _____

The greatest value or strength of the project, as reported in response to this item, was "the closeness of advocate to client, in age and background". This factor outweighed, in the judgment of the staff, the other qualities listed. The vote was virtually unanimous. This suggests, that the fundamental philosophy of the program was affirmed by the staff--that neighborhoods rather than colleges or professional schools are the right source of advocates. This is not to discount altogether the value of professional supervision or of a certain amount of in-service training. But an over-emphasis on supervision and training would contradict that factor which in the view of those who know the project best constitutes its greatest strength. This strength may perhaps be defined most sharply by saying that the advocates are <u>themselves</u> youth who, but for the grace of God or but for a few more years of growing up, would, for all practical purposes, be "in need of supervision".

6) The major lacks or needs in the community that I have found are: (Number these from 1 to 7 in order of their importance.)

_____ a. lack of organization among the residents of community areas
_____ b. lack of teachers, facilities and resources in the regular schools
_____ c. lack of alternative or specialized schools (such as vocational)
_____ d. lack of suitable recreational resources for this age group, especially for girls
_____ e. lack of specialized agencies such as clinics, shelters, etc.
_____ f. lack of information among youth about existing resources
_____ g. other (please explain) _____

_____

Since one of the purposes of the project was to document and specify gaps in the array of community resources, the staff members were asked to rank "the major lacks or needs in the community". The choices offered were among those which had been informally mentioned by the advocates during discussions with them. Bducational resources were checked as most lacking or inadequate, including under this heading both the quality of the regular junior high schools and the relative absence of vocational courses for this age level and of alternative or special forms of education. Ranking lower in need or lack were specialized agencies "such as clinics, shelters, etc.", though the advocates have made it plain that for the children who need them there is a serious shortage of "shelters" --places for youth of this age range to stay and live when they are unable, temporarily at least, to live in harmony at home. Other service shortages were noted in recreational programs for this age group, particularly for girls. The advocates spoke vigorously of the virtual absence of the kind of recreation desired by these children--with music, for companionship, flirting, and independence from adults and from older and younger children. The street, in effect, serves as the alternative resource used by these children.

7) In actual practice, according to my experience, a case is typically closed when:

_____ a. the client is re-attached to school as firmly as can be expected
* b. the client has achieved a certain level of adjustment and morale
_____ c. the client has been referred to all relevant agencies
_____ d. other (please explain)_____

A question crucial to the design of any future program is the question of "case closing"--which by implication raises the question of case opening--case definition in general. Other sections of this evaluation report discuss this matter in some detail. Here it can be reported merely that the perceptions and practices of the project staff were ill-defined, eclectic, and vague, partly due to the limited range of choices offered by the questionnaire but partly due to a vagueness on this point inherent in the whole project.

The overwhelming choice was "b". Two of the six professional staff members (supervisors and central office staff) checked "c", reflecting the view that the essence of the project has been or should have been referral rather than direct service. Virtually all the advocates checked "b". The comment that might be due on this point is that "adjustment and morale" are vague, as is "a certain level"--and that when this kind of criterion is used in any program such as this, the result can only be a vague and inconclusive program. It is well known that this situation obtains in many areas of social programming, notably in the field of family services. How do you measure success or effectiveness? Who needs the service? Or when? And when does he or she no longer need it?

8) Assuming a trained and experienced advocate, doing what he now does and knowing what he now knows, working 20 hours a week, how many clients could an advocate effectively and economically serve at any one time in a permanent and full-scale program (no longer a demonstration project)?

* a. six (or less)
_____ b. eight
_____ c. ten
_____ d. twelve (or more)

The overwhelming choice was six or less. How much of this is to be counted as objective judgment about a future program and how much is merely a reflection of the fact that advocates have become habituated to a case load of less than six, is not known. Two out of the fourteen advocates, however, said eight. And one member of the central staff said twelve or more. It may be that these few were the only staff members who fully appreciated the significance of this question and its bearing on the feasibility of a future program, no longer an experimental project.

9) In a permanent and full-scale program, what would be the effective-and-economical duration of a typical case?

_____ a. eight months (or longer)
_____ b. six months
_____ c. four months
_____ d. two months (or shorter)

On the related issue of duration of a case, where economy in a mass program would call for "brief treatment" of some sort, the choice of the staff was mixed--most saying six months, some saying eight or longer, three saying four (all of them advocates). No one chose two or less. These findings may not amount to anything especially significant, except that it is recognized that a case must sometime be closed and that "a certain level of adjustment and morale" must be achieved within some time limit. It is interesting

that the supervisors voted for longer durations than the advocates did, suggesting the possible possession by the advocates of a degree of program responsibility expressed at their own personal expense. The supervisors, all three, chose the maximum available length of case. We cannot know what this really means. All we can really say, about any of this, is that the demonstration project has not provided a clear answer to the question as to the numbers of Baltimore youth, as determined in part by the duration of the typical case, who could be served in a regular full-scale program. "Brief treatment", in any program, means the treatment of more cases than could be handled by the same staff (budget) in a program of extended treatment. But whether "brief" means two months or ten months, we do not know on the basis of the experience of this project.

10) In a permanent and full-scale program, what would be the defining problem justifying the admission of a client to the program?

_____ a. a school attendance problem
_____ b. a school attendance problem or a problem of relationships at home
* c. a school attendance problem or a problem of relationships at home or a problem of community resources (need for various services) when there is no particular problem at school or at home
_____ d. any of these problems or other problems (please explain) _____

This question--on case definition--is concerned with the kind of problem that would define a case in any program that might be established after the termination of this project. This obviously ties back to question #7 above on the issue of case closing. The most popular choice was "c". We may conclude, tentatively, that this leaves the issue of case definition unresolved by this project, particularly as it bears upon the questions of case-opening and case-closing.

4. Measured Effects on Youth Served

a. Research Design

The research design outlined in the original grant provided for experimental and control groups randomized for age, sex, race and neighborhood. Experimentals would be youth (alleged Children in Need of Supervision) referred to the project. Controls would be youth (alleged CINS) treated traditionally by the Department of Juvenile Services. Youth who were handled formally by the Department of Juvenile Services (DJS) were excluded from participating in the advocacy project. This necessitated the exclusion of such youth from the control group. The design, as proposed, called for the gathering of both behavioral (recidivism) and attitudinal data. However, during the course of the study, it became necessary to modify the design to a certain extent. Although a control group for recidivism data was easily acquired, obtaining a sufficient number of control subjects for attitudinal testing was quite difficult. Since control subjects identified at DJS Intake would not be participating in the advocate project, there was a lack of motivation for accepting the interview. There was no funding allocation in the budget for the payment of control subjects. Additionally, the number of eligible controls was much smaller than originally expected. Therefore it was possible to interview only 18 controls. Data will not be reported on the control group because of the sample size.

To maintain the presence of attitudinal data in the design, it was decided to compare experimental subjects entering the

project with experimentals completing the project, thus providing a crude but possibly meaningful pre-post measure.

b. Selection and Description of Control Group

A control group for recidivism data was selected from the files of the Intake Unit at DJS. Records are kept there for 6 months on all youth coming in contact with the Intake consultants. Youth Advocate Project criteria for type of charge and method of handling were adhered to in selecting the control group. Therefore, subjects were selected who were charged with: runaway, truancy or ungovernability and whose cases were disposed of with the label, "informal", or "closed at intake". Information as to age, sex, race, charge(s), date of charge(s) and disposition(s) was recorded for each control subject so identified.

Age, sex, race and data on first complaint are presented in Tables 1 through 4.

Table 1

Experimental Criterion by Sex

	Experimental		Control	
Male	58.5%	(83)	49.0%	(194)
Female	41.5	(59)	51.0	(202)
Total per cent	100.0		100.0	
Number		(142)		(396)

Table 2

Experimental Criterion by Race

	Experimental		Control	
Non-White	83.6%	(118)	72.8%	(287)
White	16.3	(23)	27.2	(107)
Total	100.0		100.0	
Number		(141)		(394)

*Totals are not always consistent with total sampled due to missing data.

Table 3

Experimental Criterion by Age

	Experimental		Control	
11 and under	2.1%	(3)	6.6%	(26)
12 - 14	48.6	(69)	46.1	(181)
15 - 17	49.3	(70)	47.3	(186)
Total per cent	100.0		100.0	
Number		(142)		(393)

Table 4

First Offense by Experimental Criterion

	Experimental		Control	
Runaway	9.2%	(13)	14.1%	(56)
Truancy	42.3	(60)	10.9	(43)
Ungovernability	44.4	(63)	75.0	(297)
Delinquency	4.2	(6)	0.0	(0)
Total per cent	100.0		100.0	
Number		(142)		(396)

Males and females were almost equally distributed for the control group, while the distribution approximated 60 - 40 for the experimental group. This group had a larger proportion of non-whites than the control group.* Age distributions were similar for the two groups.

Examination of Table 4 reveals that there were 6 youth admitted to the project (experimental group) who came to Intake on delinquency charges. This may have been due to some administrative error or possibly an intake worker's desire to divert a youth from the court irrespective of the charge. No youth with delinquency charges as a first offense were selected for the control group as explained above.

The project had a considerably larger proportion of truancy charges (42.3% as compared to 10.9%) than the control group, which seems reflected in the project's subsequent emphasis on school related problems. Also, fewer ungovernables were found in the experimental group than in the control group. Tables 5 and 6 illustrate that the large number of truants in the project is not due to a differential sex, or race structure across the experimental and control groups.

*99% of non-whites were Negro.

Table 5

First Offense by Experimental Criterion Controlling for Race

	Non-White				White			
	Experimental		Control		Experimental		Control	
Runaway	6.8%	(8)	10.1%	(29)	21.7%	(5)	25.2%	(27)
Truant	40.2	(47)	11.5	(33)	56.6	(13)	8.4	(9)
Ungovernable	51.3	(60)	78.4	(225)	8.7	(2)	66.4	(71)
Delinquent	1.7	(2)	0.0	(0)	13.0	(3)	0.0	(0)
Total per cent	100.0		100.0		100.0		100.0	
Number		(117)		(287)		(23)		(107)

Table 6

First Offense by Experimental Criterion Controlling for Sex

	Male				Female			
	Experimental		Control		Experimental		Control	
Runaway	4.8%	(4)	7.2%	(14)	15.3%	(9)	20.8%	(42)
Truant	50.6	(42)	16.0	(31)	30.5	(18)	5.9	(12)
Ungovernable	38.6	(32)	76.8	(149)	52.5	(31)	73.3	(148)
Delinquency	6.0	(5)	0.0	(0)	1.7	(1)	0.0	(0)
Total per cent	100.0		100.0		100.0		100.0	
Number		(83)		(194)		(59)		(202)

c. Success Against Goals

The following section measures the effectiveness of the project against its proposed goals.

Goal 1: To keep youth referred to the Court as Children in Need of Supervision (CINS) and thereafter diverted to alternative community treatment, out of the court system for as long as possible.

To operationalize this goal, the researchers employed recidivism rate as a measure of effectiveness.*

In addition to the number of contacts, the severity and frequency of the charges will also be considered. Admittedly, such rates can only provide a measure of short term effectiveness. They must, however, be acceptable in the absence of provisions in the current grant for a long term follow-up study.

Table 7

Recidivism by Experimental Criterion

	Experimental		Control	
Recidivist	11.2%	(16)	15.4%	(61)
Not Recidivist	88.8	(126)	84.6	(335)
Total per cent	100.0		100.0	
Number		(142)		(396)

Table 7 presents the number of youth in each group who had subsequent contacts with the Department of Juvenile Services. It should be noted that the experimental group had a return rate of 11.2% while that of the control group was 15.4%. Tables 8, 9, and 10 provide sex, race and age breakdowns for the recidivists and non-recidivists of both groups.

Tables 8 and 10 demonstrate that the recidivism rate for the control group is still higher when age and sex are held

*"Recidivism" is defined as return to court or Court Intake.

constant. Table 9 illustrates that among whites the experimental group has a higher recidivist rate than the control group; while among blacks the control group has the higher rate.

Table 8

Recidivism by Experimental Criterion Controlling for Sex

	Male				Female			
	Experimental		Control		Experimental		Control	
Recidivist	13.4%	(11)	18.6%	(36)	8.5%	(5)	12.4%	(25)
Not Recidivist	86.6	(71)	81.4	(158)	91.5	(54)	87.6	(177)
Total per cent	100.0		100.0		100.0		100.0	
Number		(82)		(194)		(59)		(202)

Table 9

Recidivism by Experimental Criterion Controlling for Race

	White				Non-White			
	Experimental		Control		Experimental		Control	
Recidivist	21.7%	(5)	18.7%	(20)	8.7%	(10)	14.3%	(41)
Not Recidivist	78.3	(18)	81.3	(87)	91.3	(105)	85.7	(246)
Total per cent	100.0		100.0		100.0		100.0	
Number		(23)		(107)		(115)		(287)

Table 10

Recidivism by Experimental Criterion Controlling for Age

	11 and under				12 to 14				15 to 17			
	Experimental		Control		Experimental		Control		Experimental		Control	
cidivist- t Recidi-	0.0%	(0)	15.4%	(4)	14.5%	(10)	16.0%	(29)	8.7%	(6)	15.1%	(28)
visit	100.0	(3)	84.6	(22)	85.5	(59)	84.0	(152)	91.3	(63)	84.9	(158)
Total per cent	100.0		100.0		100.0		100.0		100.0		100.0	
Number		(3)		(26)		(69)		(181)		(69)		(186)

Delinquency charges appeared as recidivism offenses with almost the same frequency (approximately 40%) in both groups (See Table 11); however, in terms of CINS charges, the groups were distributed differently. For the control group, the number of ungovernability charges approached the number of delinquency complaints.

Table 11

Recidivism Offense by Experimental Criterion

	Experimental		Control	
Delinquency	40.0%	(6)	44.4%	(28)
Runaway	33.3	(5)	7.9	(5)
Truancy	13.3	(2)	4.8	(3)
Ungovernable	13.3	(2)	42.9	(27)
Total per cent	100.0		100.0	
Number		(15)		(63)

For the experimentals, it was the runaway complaints that nearly equalled the delinquency charges.

Table 12 shows that this effect still remains when sex differences are held constant.*

Table 12

Second Offense by Experimental Criterion Controlling for Sex

	Male				Female			
	Experimental		Control		Experimental		Control	
Delinquency	63.6%	(7)	59.5%	(22)	0.0%	(0)	23.1%	(6)
Runaway	18.2	(2)	2.7	(1)	60.0	(3)	15.4	(4)
Truancy	9.1	(1)	8.1	(3)	20.0	(1)	0.0	(0)
Ungovernable	9.1	(1)	29.7	(11)	20.0	(1)	61.5	(16)
Total per cent	100.0		100.0		100.0		100.0	
Number		(11)		(37)		(5)		(26)

*Although the percentages change significantly, the highest proportion of recidivist controls, excluding delinquents, are still ungovernable (for both males and females), and the highest proportion of recidivist experimentals is still runaways (for both males and females). The large percentage fluctuations are due to small cell frequencies. Again the researchers caution the reader in making conclusive interpretations of this data due to small sample size.

Experimentals differed from controls with regard to the number of cases having dispositions. In terms of dispositions the experimental group had 93.7% of the second offenses disposed of, while only 47.7% of second offenses for controls had dispositions. A possible, yet tentative, interpretation for this result is that community based treatment projects such as advocacy speed up case handling due to inter-agency communication.

To devise a method of comparing the recidivism rates of both groups while holding the amount of time each group was observed constant, a recidivism index was calculated and recorded on Table 13.

Table 13

Rates for Experimental and Control Groups

	Experimental	Control
$\bar{X}$ of no. of contacts	1.113	1.199
males	1.134	1.273
females	1.085	1.129
non-whites	1.085	1.178
whites	1.217	1.262
11 & under	1.000	1.231
12 to 14	1.145	1.215
15 to 17	1.087	1.183
$\bar{X}$ time in weeks between first and second contact	16.733	7.873
non-whites	14.700	8.744
whites	20.800	6.000
males	15.455	7.541
females	22.400	8.346
11 and under	--	4.750
12 to 14	21.300	7.690
15 to 17	11.500	8.467
$\bar{X}$ no. of weeks under observation	22.739	18.995
Recidivism	4.89	6.31

The formula for the recidivism index is given below:

$$\text{Recidivism Index} = \frac{\bar{X} \text{ number of contacts}}{\bar{X} \text{ no. of weeks observed}} (100)$$

The recidivism index should be interpreted with caution since the underlying assumption is that incidence of recidivism takes on a linear relationship with time. The greater the mean time difference between the two samples under investigation, the less reliable the index becomes. In this instance, the experimental group was observed for an average of 22.7 weeks; the control group for 18.9 weeks. The four week difference is small enough to make the index generally reliable, but it does introduce some negative bias against the experimental group. Nevertheless, the experimental group still had a lower recidivism index (4.89) than the control group (6.31).

Goal 2: To enable such children (alleged CINS) to become better able to cope with their environment, and thus also the factors which caused them to be referred to the Court.

As explained above, an interview was given to experimentals entering the project and to experimentals being terminated from the project. The instrument employed was the Impact Inventory compiled by Dr. Delbert Elliot, of the University of Colorado, in conjunction with the Behavioral Research and Evaluation Corporation of Boulder, Colorado. Six of the Inventory's eight scales were employed. Three of the scales were alienation measures; one dealt with self-concept, and two others were aimed at attitudes regarding access to desirable educational and

occupational roles. An item analysis and treatment of the instrument's reliability and validity appear in Appendix I of this report.

The Impact Inventory was originally designed to be administered in a group situation. Likert summation was used for the scoring (strongly agree, agree, disagree). It was believed that many subjects responding to the Inventory might have limited reading skills. To minimize this effect, the schedule was administered in a one to one interview situation. The examiner read each item aloud while the subject followed along and checked his choice on his own copy of the inventory. If the subject stated that he did not understand a particular item, the examiner responded that he was not permitted to explain any of the statements and that it was best to move on to the next item. (See Appendix III for Inventory Items.)

Table 14 presents the six scales used with means for pre-test and post-test groups.

Table 14

Impact Scale Means for Pre and Post Groups

	Pre (N = 40)	Post (N = 46)
Alienation (Normlessness)	22.575	22.174
Alienation (Powerlessness)	25.475	25.870
Alienation (Societal Estrangement)	24.475	25.044
Self-Concept	26.150	26.217
Access to Job Roles	12.825	13.130
Access to Educational Roles	13.425	13.413

Note: No t-test significant at .05 level

No significant differences were found between the group means, however, these findings are quite tentative (See Appendix I).

Goal 3: To involve community agencies in the delivery of more, better, and where necessary, new services to such children.

To operationalize this goal, a measure of agency support was taken when a client entered the project and when he left the project. The measure was simply a count of the number of agencies serving the client.

Tabulations indicated that the number of agencies supporting a client at termination ($\bar{X}$ = 1.6) was greater than the number from which he received service at entry into the project ($\bar{X}$ = 0.70 agencies). This increase in the level of agency support does not include job placements or services obtained from the school system. On many occasions Advocates and Support Staff successfully reenrolled youth in school. Tutoring, counseling and other special considerations were frequently arranged for their clients. During the summer months, approximately 50% of the YAP case load was provided with employment through the Baltimore Youth Corps.

Remarks

Data from this phase of the evaluation indicate that the advocacy project tends to have a desirable effect on recidivism (rate and time between offenses and seriousness of second offense) and level of agency support in the community. No effect was found in the measure of attitudinal change. All results from this data must be interpreted conservatively because of the sample size and the lack of consistency in the research design employed.

5. Unmeasured Effects on Youth Served

In addition to the findings generated by the formal measures of program effectiveness, there are other findings that should be reported. These are not systematic or quantitative; they are based on scattered observations; but they form an important aspect of the overall evaluation.

First, it is clear that the youth valued their advocates and in many cases formed strong relationships which may have subtle results that will not show up for years. There were very few drop outs. The advocates, for their part, have developed strong feelings of their own toward the youth served and toward the values of collective self-help among the youth of the city. There was evidence of some demand from potential consumers in the areas covered--children asking for advocates, and parents inquiring about their availability for children not identified by the juvenile justice system. There is no reason to doubt that this demand would have been greater if the project had made itself open to it.

Further, it is apparent that the numerous activities offered by the program and the resources made available through it are in a sense self-evidently valuable. Recreation, to name one broad category of services, may never be susceptible to any measured evaluation of its effects or "effectiveness", whether for poor children or for rich adults. But everybody values it, nevertheless, and some would call it the ends of human life, for which all the rest is means. In short, it can be reported as fact that the program did have the effect of greatly enriching the lives of the youth served with recreational activities of great variety, even though

nobody has ever measured what the "effects" of recreation are on the human personality, if indeed it has any such effects.

Something similar can be said regarding resources and services other than recreational. The program can be reported effective in securing such services for the children who needed them. For example, every child had a physical examination. We take it on faith that all special services, especially medical, are valuable, without testing the recipients as to any changes such services make in their lives or personalities.

One particular measure that might have been used but was not formally used is the extent to which children in the project were re-attached to education, whether to regular schools or special schools. Casual reports from the advocates suggest that numerous clients were helped to stay in school or to attend with higher morale, by having the example before them of a slightly older youth who managed to make it through the early teens into young adulthood, with colleges and careers open to them.

As for measures of family adjustment, none was attempted and we know of none that have ever proved much in this area, for any program. The intricate relationships between parents and teen-agers will probably always defy measurement. But there is evidence that many parents felt that progress had been made and that both they and the children had learned to live and let live, if not altogether to resolve the difficulties that lead to "ungovernable" and "runaway" children.

6. Cost, Feasibility and Administration

Fiscal and administrative feasibility are key elements bearing upon any regular and full scale program which might grow out of this experiment. Cost figures form a large part of any assessment of efficiency or feasibility, though they are not the whole story!

Taking the average case as having a duration of six months and taking 80 youth as the number served in completed cases during such a six-month period, we find that the full cost of serving one youth was $1,000. The total expenditure used in computing this cost-per-unit-of-service (one complete case) was $80,000, the amount actually spent during the first six months of Fiscal Year 1973 - 1974. This sum includes $60,000 spent out of YAP funds and $20,000 spent out of the separate grant for a "Family Crisis Intervention Team". Regardless of the sources of these funds, they were all spent on this one project. No account is taken of the cost of the assistants contributed to the program by PEP and the Urban Corps.

Some of these expenditures, of course, were expenditures that would not be necessary in a regular program, only in a demonstration project--$4,000, for example, for consultant fees. But even if all such expenditures are eliminated from the accounting, the cost per unit of service would have been about $900. If most of the central office staff--the "Family Crisis Intervention Team" --were eliminated, the cost would have been about $800.

The facts reported and discussed elsewhere regarding the chronic shortage of clients referred from the juvenile court's intake office suggest that one reason for the high cost per unit of service was simply a low or lowish number of clients. A staff

of 18 advocates, and an average total enrollment of 80 youths yielded an average caseload per advocate of four to five clients. If this caseload had been doubled, the cost per case would have been halved--to $500. And there is little room for doubt that a program of this sort could be operated doing less counseling and more referring, and perhaps using group methods as well as individualized methods, though at the risk of making it a less effective program.

If a full-scale regular program, at half the unit cost of this project ($500 per youth per six-month period) were to serve 5,000 youth in a year--two cohorts of 2,500 each--the annual budget would be $2,500,000.

If no other cost is considered but the salary of one advocate, at $2.50 an hour and working 20 hours a week; and if he served five clients for periods of six months; then the cost of a unit of service (one complete case) would be $260. We are not entitled to say that all the differences between this hypothetical figure and the project's actual figure of $1,000 was "overhead". Administration and supervision are essential in any program; they are not merely "overhead". Still, it is conceivable that an advocacy program could be organized on a large scale in which the essential costs for administration and supervision could be absorbed by the parent organization, reducing average cost per case to $260.

In summary, there are two ways of reducing the $1,000 per case cost of this project. A doubling of the caseload to eight to ten clients per advocate would cut the cost to $500. An elimination of "overhead", while using the same ratio of four to five clients per

advocate, would lower the cost to $260. No doubt a full-scale regular program would use some combination of these approaches.

Questions of administrative efficiency can only superficially be discussed. A demonstration project, dealing with unexpected matters and in the atmosphere of temporary employment, cannot be expected to show full efficiency. But we have found no evidence of any particular issues requiring comment. One notable achievement has been the gradual development and utilization of forms--an intake sheet, a service contract for parents and youth, a treatment plan form, procedures and forms for the logging of referrals, case records and a termination form. These forms and their utilization appear to have met real needs and would provide a basis of tested experience for use in any regular program. The batteries of forms presently in use are reproduced in Appendix IV.

Chapter III

Conclusions and Recommendations

III. Recommendations

In considering the implications of this experimental project for future programming on a regular and full scale basis, the first major consideration is the target population to be served and the second is the auspices or sponsorship. The target population in any regular program of community services supported by City funds has to be all of some category of children, under the constitutional rule of equal protection of the laws.

In the light of the findings of this evaluation, it appears that "Children in Need of Supervision" or some proportion of them, to be diverted from the juvenile justice system, are no longer available as a definable category of youth to be served by a special program of advocates. Further, the dissolution of this category of children has its major effect in the total disappearance, for program purposes, of the largest subcategory of these children--those who are more or less "ungovernable". This leaves "truants" as a category to consider. ("Runaways" are too few and too special to call for a single organized program.) Truancy has the advantage of being a definable social status, recorded and established as a situation to which the organized civic community, through its public school system and related agencies, is obligated to respond. In terms of some of the major issues raised in this evaluation report, truancy has the further advantage of suggesting the necessary boundaries to a case of advocacy-service-rendered; that is, it provides a rational basis for opening a case and closing a case, and thus establishing limits to the duration of a case. In the absence of such elements, as the preceding report implies, there is no basis for determining which youth needs an advocate and at what point he no longer needs an advocate. We are suggesting here that the youth

who needs an advocate is "a truant" (to be defined more precisely below); and he no longer needs an advocate when he is firmly re-attached to the school system. The notable success in attracting referrals to the YAP project from the school system, during the later months of the project, supports this choice of truancy as the defining problem to be addressed by any regular full scale program that may succeed this experimental project.

But "truancy" itself needs more precise definition if it is to serve as the problem addressed by a program of youth advocacy. "Truancy" cannot be the 30,000 or more students who each year miss more than forty days of school. It would have to be some selection out of this statistical mass. The logic of social programming, as supported by the experience of this experiment, suggests that a regular program of advocacy service should have a preventive character--should concentrate on those children who are just entering the special and problematic status of "youth". For these younger youth, the junior high school (that half-impossible institution) is the defining agency. It is in the junior high school as an agency of the community and it is at junior high school age as a crucial stage in the development of citizens that patterns are set for the further development of free and responsible adults. This is a cross-roads period of life, where the subtle decision is made, both by and for youth,

as to whether or not a particular young person will go firmly forward to high school completion or will begin to drift sideways and downward toward the earliest possible dropout. It is toward the prevention of this dropout status that a program of advocates might most effectively be addressed.

The structure of the public school system provides a logical and convenient entry point for an advocate program having this purpose of truancy control or dropout prevention. At about age 11 or 12 or 13, children "graduate" from the local elementary school, go through a special Summer, and enter in the Fall the larger and more impersonal world of the junior and senior high school system. This is the stage at which, in a sense, a "child" becomes a "youth". Question: How many children, enrolled in the elementary schools as of the last June of childhood, never show up in the Fall as enrolled in the junior high school system? We do not know whether this number is known and we have made no inquiry. But the first element of the target population to be served by a program of youth advocates would logically be these youth who "disappear" from the enrollment rolls during that fatal Summer. This would be not just a vague "truancy" in the sense of missing a few days of school. This would be systematic dropout. But whether or not this factually occurs in significant numbers, as a full and formal dropout or as a definitive escape from the enrollment statistics, this particular category of youth remains essentially the same when it is extended to include those children known to be defectively committed to school attendance during the last semester of elementary school and during the first semester of junior high school.

Within this category of youth--the early junior high school truants--the school staff might pick out those youth considered to need the

services of advocates and refer them to the program, much as they have begun to refer youth to the experimental project in the target areas used for demonstration purposes. The number of youth to be so selected, referred and served cannot possibly be estimated at this time because it depends entirely on the size of any regular program that the City might establish after the conclusion of the demonstration. If the program is large, then the "truancy" used as the basis for referral would be broadly construed. If the program is small, then this "truancy" would have to be defined as special and severe. The relations between the program and the referring schools would have to be worked out. But it is clear, we think, that the picture sketched out here provides the basis for a rational, definable and useful program established as part of an obligatory system of public education in which the schools are supplemented by special programs and agencies outside them, supporting them but also supporting those youth who are partly disaffected and disattached.

This last point suggests the general character of sponsorship or auspices for a regular program of youth advocacy. Though "truancy", as defined, is the problem addressed; and though school attendance, as defined, is the goal sought case by case; the fact is that every single instance of truancy and attendance is a two-sided transaction between one young person and one huge and impersonal junior high school system, and both parties to the transaction may have needs or faults or deficiencies. This is to say, we do not for a moment accept the assumption that the schools are just there, part of reality, part of "the establishment", representing the good place and the right and obligatory place, and therefore that every case of truancy represents some pathology in the truant, to be corrected or cured. A buyer who

won't buy, in any economic transaction, is not necessarily unable or unwilling to take a good thing when he sees it. He may be looking for something better. He may not be attracted to the commodity. It may actually be, for him, a commodity without value. Every truant, we assume, is in some degree saying something about the nature of the schools-for-him. For him they have in some degree failed. For him, they are in some degree defective or inferior or alien schools.

This is why an advocacy program cannot be defined as a school program reaching out from the schools with new official personnel (disguised as "youth") to bring in those reluctants whom the schools and the law have identified as guilty of truancy. The advocate serves a particular youth (with his needs), not the law, the community, and the school system (with their "needs" for lawful and orderly school attendance). This means that the sponsorship of an advocacy program must be outside the school system, and particularly outside that juvenile justice or correctional element of the school system which is represented by truant officers or their present-day heirs or descendents. The advocates will, of course, acknowledge that school attendance is compulsory. And it would, of course, be their goal, case by case, to get each truant re-attached to the school system. But the whole point of a special program, building on the special nature of the YAP experiment, is that some part of the youth's ungovernability or delinquency (and his truancy actually is all this) is a reflection of his needs rather than his defects and of the school's defects rather than its "need" to have its moral virtues acknowledged and obeyed. The idea of youth advocacy is an idea that acknowledges this two-fold or transactional relationship. It is therefore at heart a subtle and

intricate idea, rejecting both the simplicity of ordering youth back to school and the simplicity of defending a youth in his rebellion against school. An advocate negotiates between the two.

What community agency outside the school system but inside the broader system of youth services would best serve as the sponsor of such a program? It is possible that the emerging Youth Services System, under the auspices of the Mayor's Office of Manpower Resources, might identify an appropriate sponsor or consider direct sponsorship. It is too soon to say just what form this Youth Services System will take and what its future scope and function will be. But for the present and the immediate future, it is an established and comprehensive program linking together the variety of youth-serving agencies. Further, it is city-wide in scope, not limited to "target" areas. One further advantage of this, as the possible location of a regular advocate program no longer a demonstration project, is that this is where the current research and demonstration project is already located and where its strengths and weaknesses are known.

The specific means for following up this recommendation are represented by the staff of the Youth Services System and the youth services board or council which will eventually be established in connection with it.

APPENDIX I

A Critique of the Impact Inventory: Reliability & Validity

A battery of six attitudinal scales was employed as part of the evaluation design of the Youth Advocate Project in Baltimore. These indices were extracted from a more comprehensive battery of tests, the Impact Inventory, developed by the Behavioral Research and Evaluation Corporation of Boulder, Colorado under the direction of Dr. Delbert Elliot of the University of Colorado (United States Department of Health, Education and Welfare, 1973). The six scale titles are listed below:

Scale I : Alienation (normlessness)
Scale II : Alienation (powerlessness)
Scale III: Alienation (societal estrangement)
Scale IV : Self-Esteem (Rosenberg, 1965)
Scale V : Access to Desirable Social Roles (economic, job goals)
Scale VI : Access to Desirable Social Roles (educational)

Scales I, II and III are quite similar to many of the alienation and anomie indices so prevalent in the recent literature (Srole, 1956; Dean, 1961; Neal and Rettig, 1963; Rushing, 1971; Gottlieb, 1969; Middleton, 1963). With the exception of a few minor variations in wording, the items are similar in tone, form and content to those already in existence. Scale IV is the widely used Rosenberg (1965) self-esteem scale.

It should be noted that the United States Department of Health, Education and Welfare may require that the Impact Inventory be administered to a sample of youth in every city which accepts HEW funds to operate a Youth Services System. The Impact Inventory was built into the present evaluation of the Youth Advocate Project in anticipation of a subsequent Youth Services System in Baltimore.

The following analysis raises serious methodological questions. Our data is limited and our conclusions can not be definitive. We do suggest, however, that there is substantial indication that this package of scales is not valid or reliable when administered to a young, predominantly black, disadvantaged population.

2. Validity

As Guilford (1954) suggests, the key to a successful study of validation is a good criterion, or a good set of criterion measures, which can be incorporated into the research design at the inception of the study. The original research design of the advocate project made no provisions for a validity study. However, the Impact Inventory, by virtue of its including several scales which intend to measure very similar phenomena, possessed a set of intrinsic criterion measures.

To test the validity of the scales in the Impact Inventory, a matrix of the Pearson Correlation Coefficients among the scale totals was calculated (See Table 1). These coefficients can be compared to those Dean (1961) obtained with his multidimensional alienation index.

Table 1

Correlation Coefficients and Significance Levels Used in Assessing the Validity of the Impact Inventory [1]

	Scale I	Scale II	Scale III	Scale IV	Scale V
Scale II	0.29 (.002)	1.00			
Scale III	0.13 (.113	0.19 (.033)	1.00		
Scale IV	0.18 (.040)	0.23 (.012)	0.18 (.041)	1.00	
Scale V	0.16 (.067)	-0.01 (.464)	0.17 (.052)	0.32 (.001)	1.00
Scale VI	0.10 (.163)	0.03 (.366)	0.14 (.086)	0.14 (.086)	0.56 (.001)

1/ Likert items were summed as interval measures, thereby causing more variation to be introduced into the model; resulting in less conservative correlation coefficients.

Intuitive judgment concerning the meaning of these scales would lead one to predict high correlations among the first three scales, a moderate correlation of scale IV with the remaining scales, and a high correlation between scales V and VI. The results show that none of these effects were obtained with the possible exception of the correlation between scale totals V and VI.

The correlations among the alienation scales are considerably smaller than those Dean (1961) obtained.

Table 2

Correlation Matrix Among Components of Dean's Multi-Dimensional Alienation Index

	Normless-ness	Social Isolation	Total Index
Powerlessness	0.67	0.54	0.90
Normlessness	1.00	0.41	0.80
Social Isolation		1.00	0.75

In addition, when age, sex,[2] race and a pre-post criterion were entered into a multiple regression format with the scale totals; age emerged as the best predictor for scales II, III, and IV and the second best predictor for scale I.[3]

If the validity of these indices is to be doubted, then (on the basis of the beta weights) there is some evidence to indicate that they measure

2/ Sex, race and pre-post criterion were entered as dichotomous variables into the equation.

3/ This conclusion was reached on the basis of the beta weights although the total correlation was not significant.

a respondent's ability to comprehend the intended meaning of the items, or some similar phenomenon which exhibits a high association with age.

Using criterion measures as an indicator of validity, serious doubts arise concerning the validity of scales I, II, III and IV (when used on a sample similar to the one used in this project). The remaining scales, V and VI, seem somewhat more valid, although a higher correlation coefficient would be desirable.

A cautionary note must be injected at this point concerning the nature of criterion validity. The criterion measure should be tested and known to correlate with the phenomenon or attitude one is attempting to measure. In our case, the very instruments that we were testing were being used as criteria. As a result, for the alienation scales where all correlations were low, one can only deny the validity of two of the instruments, and it is impossible to determine which two. The possibility also exists that all three instruments are not valid.

3. Reliability

The issue of reliability for the Impact Inventory will be discussed via two alternative means. The first method concerns the homogeneity of response to items on a scale. The amount of variability in the responses to a particular instrument has a direct effect on the reliability of that instrument. That is, if all respondents tend to aggregate about one response pattern, the ability of the instrument to discriminate among those respondents is diminished. For example, if an IQ test was given to only mentally retarded individuals, it would successfully identify all respondents as having low intelligence, but the ability to distinguish between two of the respondents would be less than if the distribution had included respondents of all levels of intelligence. This would tend to be the case if an alienation

index, such as those used in the Impace Inventory, were administered to a relatively homogenous population.

The variability of response on the scales employed was relatively small as shown in Table 3 (with the exception of scales V and VI). However, many of the items still tended to differentiate as evident in the item analysis presented later in this appendix.[4/] It is interesting to note that Jaros (1970) employed a similar instrument with an extremely homogenous sample and still got interpretable results.

A second test of reliability was inspired by the work of Carr (1971) and Couch and Kenniston (1960). The former has suggested that unreliability may stem from interviewer-interviewee status differences. That in deference to the perceived status of the interviewer, some respondents will overtly agree to statements which in fact they do not assent to. Couch and Kenniston (1960) hypothesized that certain individuals, due to factors extraneous to the content of the questionnaire items, develop a habitual agreeing or disagreeing response pattern. To test these hypotheses two items with opposite meanings were crosstabulated. The results presented in Table 5 support Carr's (1971)

Table 3

Means and Standard Deviations of Scale Totals

Scale	Mean	Standard Deviation
I	22.36	2.93
II	25.66	2.63
III	24.65	2.90
IV	26.09	2.68
V	13.02	2.78
VI	13.42	2.04

4/ If, however, the validity of the instrument is doubted on other criteria, it then becomes difficult to interpret these results.

as well as Couch and Kenniston's (1960) model. Carr (1971) in a similar analysis, reported that 8% of the respondents agreed to both items, a finding that he interpreted as significant. In our analysis more than 25% of those sampled agreed to both items. In addition more than 10% disagreed to both

Table 4

Crosstabulation of two items on the Impact Inventory

	One can make it in school without having to cheat on exams	
If one wants good grades in school he will have to cheat sometimes.	AGREE	DISAGREE
AGREE	22 (25.5%)	8 (9.4%)
DISAGREE	47 (54.7%)	9 (10.5%)

items, bringing the total of inconsistent responses to 36%.

4. Item Analysis (Internal Consistency Reliability)

To test the discriminating powers of individual items on the Impact Inventory, the following procedure was used:

1) The distribution of scores for each scale total was aggregated into quartiles
2) Means of each particular item in that scale were calculated for the highest and lowest quartile.
3) A one-tailed t-test was performed on the two means and a significance level was calculated.

The results of the item analyses are reported in Tables 6 - 12.

Table 5

Item Analysis for Scale I Alienation (Normlessness)

Item	Significance Level of T (One-Tail)
1. The end justifies the means.	$p < .009$
2. It is sometimes necessary to lie on a job application to get the job you want.	$p < .000$
3. If one wants to get good grades in school, he will have to cheat sometimes.	$p < .000$
4. It's OK to lie if you are protecting a friend in trouble.	$p < .000$
5. One can make it in school without having to cheat on exams.	$p < .069$
6. One should always tell the truth, regardless of what one's friends think of them.	$p < .000$
7. One's chances of getting a good job are based entirely upon his abilities.	$p < .095$
8. If one wants to have nice things, he has to be willing to break the rules or laws to get them.	$p < .000$

Table 6

Item Analysis for Scale II Alienation (Powerlessness)

Item	Significance Level of T (One-Tail)
1) Whether one works hard or "goofs off" in class has little to do with the grade he gets.	$p < .000$
2) Hard work and extra effort lead to promotion and raises on the job.	$p < .197$
3) Getting a good job is based more upon luck than being a good worker.	$p < .000$
4) What one does often has no effect on his future.	$p < .000$
5) Getting into trouble is primarily the result of being in the wrong place at the wrong time.	$p < .025$
6) Making friends is often the result of being lucky enough to meet the right people.	$p < .000$
7) In the long run popularity comes to those who work for it.	$p < .282$
8) When I try hard to please my parents things go well at home.	$p < .249$
9) The success of most kids I know depends primarily upon the breaks they got.	$p < .042$
10) I prefer to have all things planned out in advance.	$p < .085$

Table 7

Item Analysis for Scale III (Alienation (Societal Estrangement))

Item		Significance Level of T (One-Tail)
1)	Most school officials are not really concerned about the welfare of the average kid.	$p < .000$
2)	A kid has to live for today and can't worry about what might happen tomorrow.	$p < .001$
3)	Regardless of what your teachers or parents tell you, the chances for you and your friends' getting ahead in life are getting worse, not better.	$p < .008$
4)	It's hard to know these day whom you can really count on.	$p < .000$
5)	People are just naturally friendly and helpful.	$p < .052$
6)	Trying to get ahead in life is hardly worth the effort.	$p < .021$
7)	Most friendships are worth the effort it takes to make them.	$p < .056$
8)	I am very much involved in school activities.	$p < .017$
9)	I am generally well liked by the kids at school and in my neighborhood.	$p < .254$
10)	Teachers are genuinely interested in helping kids make it through school.	$p < .000$

(x)

Table 8

Item Analysis for Scale 4 (Self-Concept)

Item		Significance Level of T (One-Tail)
1)	I feel that I am a person of worth at least on an equal plane with others.	$p < .102$
2)	I feel that I have a number of good qualities.	$p < .048$
3)	All in all, I am inclined to feel that I am a failure.	$p < .012$
4)	I am able to do things as well as most other people.	$p < .001$
5)	I feel I do not have much to be proud of.	$p < .003$
6)	I take a positive attitude toward myself.	$p < .108$
7)	On the whole I am satisfied with myself.	$p < .000$
8)	I wish I could have more respect for myself.	$p < .002$
9)	I certainly feel useless at times.	$p < .003$
10)	At times I think I am no good at all.	$p < .000$

Table 9

Item Analysis for Scale V
Access to Desirable Social Roles (Job Goals)

Item		Significance Level of T (One-Tail)
1)	What are the chances for a young person in this community to get a good paying honest job?	$p < .000$
2)	What do you think your chances are of getting that kind of job?	$p < .000$
3)	How good are your chances of getting any job as an adult which you felt was a good, steady, dependable one?	$p < .000$
4)	How good are your chances of getting a job as an adult that really pays well?	$p < .000$
5)	Seriously speaking, how good do you think your chances are for getting ahead and being successful in your future job?	$p < .000$
6)	Some people say that every person in the United States has an equal chance to get the job he wants. Other people say that some persons have a better chance to get the jobs they want. How about you? Do you have?	

Table 10

Item Analysis for Scale V
Access to Desirable Social Roles (Job Goals)

Item		Significance Level of T (One-Tail)
1)	What are the chances for a young person in this community go get a good paying honest job?	$p < .000$
2)	What do you think your chances are of getting that kind of job?	$p < .000$
3)	How good are your chances of getting any job as an adult which you felt was a good, steady, dependable one?	$p < .000$
4)	How good are your chances of getting a job as an adult that really pays well?	$p < .000$
5)	Seriously speaking, how good do you think your chances are for getting ahead and being successful in your future job?	$p < .000$
6)	Some people say that every person in the United States has an equal chance to get the job he wants. Other people say that some persons have a better chance to get the jobs they want. How about you? Do you have?	

Table 11

Item Analysis for Scale IV
Access to Desirable Social Roles (Educational)

Item	Significance Level of T (One-Tail)
1) What are the chances for a young person in the community to go onto college?	$p < .000$
2) What do you think your chances are for getting this much education?	$p < .000$
3) What are the chances you will drop out or be forced out of school prior to completing high school?	$p < .013$
4) How many of your friends will complete high school and enter a college or a university?	$p < .000$
5) When, if you have completed high school, what are the chances teachers will remember you as a good student?	$p < .028$
6) Some people say that every person in the United States has an equal chance to get an education. Other people say that some persons have a better chance to get an education than others. How about you? Do you have?	

5. Some General Considerations

In this section, attention will be directed away from a statistical analysis of the data at hand and toward some more general questions concerning the effectiveness of the types of instruments used in the Impact Inventory. There are essentially two questions that need to be answered. Are these instruments valuable when used with a young, disadvantaged population, and if yes, are they valid and reliable?

What is one actually measuring when attempting to measure alienation among youth? Is he measuring that alienation which is a function of being an adolescent in American Society? Is it a type of alienation that will be altered when age status changes? It is quite possible that such measurement has no predictive value for future measures of alienation. The meaning and reality of alienation changes across different social orders and across different statuses within a social order. The questions formulated above are ones that require serious consideration when viewed in conjunction with evaluations of youth programs.

If these measures are deemed valuable, one must then ask: Can the same measures that are used on other populations be used on disadvantaged youth? The literature provides little insight in response to that question. The traditional alienation and anomie scales have not been used with such populations. Jaffee (1969) measured alienation among delinquent youth, but his instrument differed significantly in form from the traditional measures. Others (Rushing, 1970; Rushing, 1971; Gottlieb, 1969; Fredrich and Jaxelson, 1971; Barnett, 1970) have measured alienation among the disadvantaged but included only adults. Additional research (Dean, 1961; Seeman, 1967, 1972a, 1972b; Wilson, 1971; Neal and Retting, 1963; Reeder, 1969; Gould, 1969; Photiadis, 1971; Tims and Tims, 1972; Kirsch and Lengerman,1972)

has examined more traditional populations but still excluded adolescents. Burbach (1972) argues for a "more contextual measure of alienation", one that is less generic and more specific to the population being investigated. Anderson (1971) supports this view in his criticism of Bojean and Grimes (1970).

The analysis of the three alienation measures used in this study tends to indicate that use of these instruments on a population of disadvantaged youth may not be appropriate.

Rosenberg's (1965) self-esteem scale exhibited poor results when item analyzed. When Rosenberg (1965) originated the scale, his sample consisted of only older adolescents, few lower class individuals (approximately 10%) and even fewer blacks (approximately 2%). The authors know of at least one other research project where the Rosenberg self-esteem scale was employed with a young disadvantaged population and difficulty in interpretation was encountered. The Rosenberg scale does not appear to be able to make the transition from use with white, older adolescents to black, younger adolescents.

6. Remarks

After reliability and validity analyses of the six scales, four of them (I, II, III and IV) indicate a fairly low level of reliability and/or validity, while two scales (V and IV) indicated moderate levels. There is fairly strong indication that many of the scales have serious problems with reliability and/or validity. Therefore, we recommend alternative measures be explred and employed. If, however, one of the above measures are used, we suggest extensive reliability and validity tests be built into the research design.

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APPENDIX II

The Impact Inventory

I. Measures of Alienation--Normlessness

A. Conceptualization

Seeman (1959:788) has conceptualized normlessness in the following terms: "...that the anomic situation, from the individual point of view, may be defined as one in which there is a high expectancy that socially unapproved behaviors are required to achieve given goals." This conceptualization closely parallels Durkheim's and Merton's concept of anomie. The goals in question may be conventional, socially approved goals.

B. Items

1. The end justifies the means. (Dean and Reeves, Sociometry 25:209).
2. It is sometimes necessary to lie on a job application to get the job you want.
3. If one wants to get good grades in school, he will have to cheat sometimes.
4. It's OK to lie if you are protecting a friend in trouble.
5. One can make it in school without having to cheat on exams.
6. One should always tell the truth, regardless of what one's friends think of them.
7. One's chances of getting a good job are based entirely upon his abilities.
8. If one wants to have nice things, he has to be willing to break the rules or laws to get them.

C. Scoring

Response Set:

(1) Strongly Agree
(2) Agree
(3) Disagree
(4) Strongly Disagree

Likert Scale: summated rating with items 5, 6 and 7 reverse scored.

II. Measures of Alienation--Powerlessness

A. Conceptualization

Seeman (1959:784) says "this variant of alienation can be conceived as the expectancy or probability held by the individual that his own behavior cannot determine the occurrence of the outcomes, or reinforcements, he seeks."

B. Items

1. Whether one works hard or "goofs off" in class has little to do with the grade he gets.
2. Hard work and extra effort lead to promotion and raises on the job.
3. Getting a good job is based more upon luck than being a good worker.
4. What one does often has no effect on his future.
5. Getting into trouble is primarily the result of being in the wrong place at the wrong time.
6. Making friends is often the result of being lucky enough to meet the right people.
7. In the long run, popularity comes to those who work for it.
8. When I try hard to please my parents, things go well at home.
9. The success of most kids I know depends primarily upon the breaks they got.
10. I prefer to have all things planned out in advance.

C. Scoring

Response Set:

(1) Strongly Agree
(2) Agree
(3) Disagree
(4) Strongly Disagree

Reverse score items 2, 7, 8 and 9.

III. Measures of Alienation--Societal Estrangement

A. Conceptualization

This is a modification of Srole's Anomia Measure. It includes items reflecting perceived societal indifference, uncertainty of of the future, deterioration of relationships, lack of trust and futility. (Srole, ASR 21:709-716).

B. Items

1. Most school officials are not really concerned about the welfare of the average kid.
2. A kid has to live for today and can't worry about what might happen to him tomorrow.
3. Regardless of what your teachers or parents tell you, the chances for you and your friends getting ahead in life are getting worse, not better.
4. It's hard to know these days whom you can really count on.
5. People are just naturally friendly and helpful.
6. Trying to get ahead in life is hardly worth the effort.
7. Most friendships are worth the effort it takes to make them.
8. I am very much involved in school activities.
9. I am generally well liked by the kids at school and in my neighborhood.
10. Teachers are genuinely interested in helping kids make it through school.

C. Scoring

Response Set:

(1) Strongly Agree
(2) Agree
(3) Disagree
(4) Strongly Disagree

Likert Scale: summated rating, reverse score items 5, 7, 8 and 9.

IV. Self-Concept

A. Conceptualization

Reckless and Dinitz (1957) have postulated that a youth's self-concept may be an important self-factor in determining "drift" toward or away from delinquency or deviant behavior. Lemert and Becker have also argued that one effect of labelling is the reconstruction of the "self-concept" to fit the label and that the entry into a delinquent role is ultimately reflected by a delinquent self-concept. Rosenberg (1965:305) Self-Esteem Scale.

B. Items

1. I feel that I'm a person of worth, at least on an equal plane with others.
   (1) Strongly agree
   (2) Agree
   *(3) Disagree
   *(4) Strongly disagree

2. I feel that I have a number of good qualities.
   (1) Strongly agree
   (2) Agree
   *(3) Disagree
   *(4) Strongly disagree

3. All in all, I am inclined to feel that I am a failure.
   *(1) Strongly agree
   *(2) Agree
   (3) Disagree
   (4) Strongly disagree

4. I am able to do things as well as most other people.
   (1) Strongly agree
   (2) Agree
   *(3) Disagree
   *(4) Strongly disagree

5. I feel I do not have much to be proud of.
   *(1) Strongly agree
   *(2) Agree
   (3) Disagree
   (4) Strongly disagree

6. I take a positive attitude toward myself.
   (1) Strongly agree
   (2) Agree
   *(3) Disagree
   *(4) Strongly disagree

7. On the whole, I am satisfied with myself.
   (1) Strongly agree
   (2) Agree
   *(3) Disagree
   *(4) Strongly disagree

8. I wish I could have more respect for myself.
   *(1) Strongly agree
   *(2) Agree
   (3) Disagree
   (4) Strongly disagree

9. I certainly feel useless at times.
   *(1) Strongly agree
   *(2) Agree
   (3) Disagree
   (4) Strongly disagree

10. At times I think I am no good at all.
   *(1) Strongly agree
   *(2) Agree
   (3) Disagree
   (4) Strongly disagree

C. Scale Properties: Reproducibility and Scalability

Reproducibility: 93%
Scalability: (items) 73%
Scalability: (individuals) 72%

D. Scoring

* responses indicate low self-esteem

Scale Item I was contrived from the combined responses to questions 1-3. If a respondent answered 2 out of 3 or 3 out of 3 positively, he received a positive score for Scale Item I. If he answered 1 out of 3 or 0 out of 3 positively, he received a negative score for Scale Item I.

Scale Item II was contrived from the combined responses to questions 4 and 5. One out of 2 or 2 out of 2 positive responses were considered positive for Scale Item II.

Scale Items III through V are questions 6 through 8 respectively. They are reversed scored.

Scale Item VI was contrived from the combined responses to questions 9 and 10. One out of 2 or 2 out of 2 positive responses were considered positive.

VI. Access to Desirable Social Roles--Economic/Job Goals

A. Conceptualization

See National Strategy statement. Goals are limited to "positive", i.e., legitimate ones. Following Cloward and Ohlin (1960), a major emphasis should be on access to future economic goals. This scale is designed to reflect job opportunities and related social status and income.

B. Items

1. What are the chances for a young person in this community to get a good paying, honest job?

   Good _____ Fair _____ Poor _____

2. a. What kind of job would you like to have as an adult? _____

   _____

   b. What do you think your chances are of getting that kind of job?

   Good _____ Fair _____ Poor _____

3. How good are your chances of getting any job as an adult you felt was a good steady, dependable one?

   Good _____ Fair _____ Poor _____

4. How good are your chances of getting a job as an adult that really pays well?

   Good _____ Fair _____ Poor _____

5. Seriously speaking, how good do you think your chances are for getting ahead and being successful in your future job?

   Good _____ Fair _____ Poor _____

6. Some people say that every person in the United States has an equal chance to get the job he wants. Other people say that some persons have a better chance to get the jobs they want. How about you? Do you have: (circle one)

   A better chance. An equal chance. A worse chance.

C. Scoring

Item 2a is not scored. Good = 3, Fair = 2, Poor = 1. A better chance = 3, An equal chance = 2, A worse chance = 1. Likert Scale summated rating.

VII. Access to Desirable Social Roles--Educational

A. Conceptualization

Educational certification is a general criteria for success in the adult world. (Cloward and Ohlin, 1960). This scale focuses upon this type of opportunity.

B. Items

1. What are the chances for a young person in this community to go on to college?

   Good _____ Fair _____ Poor _____

2. a. How far would you like to go in school? _____

   b. What do you think your chances are for getting this much education?

   Good _____ Fair _____ Poor _____

3. What are the chances you will drop out or be forced out of school prior to completing high school?

   Good _____ Fair _____ Poor _____

4. How many of your friends will complete high school and enter a college or university? (circle one)

   Most of them Some of them None of them

5. When/If you have completed high school, what are the chances teachers will remember you as a good student?

   Good _____ Fair _____ Poor _____

6. Some people say that every person in the United States has an equal chance to get an education. Other people say that some persons have a better chance to get an education than others. How about you? Do you have: (circle one)

   A better chance. An equal chance. A worse chance.

C. Scoring

Item 2a is not scored. Good = 3, Fair = 2, Poor = 1. A better chance = 3, An equal chance = 2, A worse chance = 1. Most of them = 3, Some of them = 2, None of them = 1. Item 3 is reversed scored. Likert Scale, summated rating.

APPENDIX III

Staff Job Descriptions

Support Staff

Program Coordinator

I. Characteristics of the Position

In collaboration with the Director of the Youth Services System, coordinates the component services of the program for the continuation of program quality.

II. Specific Duties of the Program Coordinator

A. Develops procedures for coordinating all activities of the various parts of the program in order to bring about proper coordination of staff efforts.

B. Does general program review and evaluation (monitoring) and assesses the managerial, administrative and operational efficiency of the program.

C. Does general monitoring of program through periodic site visits and other management techniques to assess:

1. How program is going.

2. If it is operating as planned.

3. If it is being run efficiently.

4. If the program staff is following program guidelines.

5. If they are gathering information necessary for evaluation and for management's assessment of the project's soundness.

D. Plans and coordinates in-service training sessions for staff.

E. Follows through on programs planned with the cooperation of staff to assure that program participants' needs are being met.

F. Does general program development.

G. Does general citizen and youth involvement to insure that the program serves as an advocate for the young people of the community.

H. Establishes and maintains cooperative relations with appropriate community services, business organizations and other resources.

1. Calls meetings with agency representatives for the purpose of negotiating strategy and agreements relative to the extension of services to program participants, particularly when agency is mandated to provide those services.

2. Attends any and all meetings pertaining to youth in the City of Baltimore, in conjunction with and/or exclusive of the accompaniment of the Director.

I. Does general supervision of office personnel.

J. Does general supervision of central office staff and field staff.

K. Writes proposals seeking the development of non-existant services and, if necessary, strategies for funding and implementing such services.

III. Minimum Qualifications

A. A degree in the social sciences.

B. Ability to communicate both verbally and in writing.

C. Knowledge and understanding of the rationale, philosophy and operations of youth delinquency prevention.

D. General knowledge of the function of community service agencies and community facilities.

E. Two or more years experience in a community service agency and demonstrated ability to work with people, young or older.

Support Staff

(Field Coordinator (Full Time)

I. Characteristics of the Position

This is a very sensitive and pivotal position requiring initiative, thoroughness, long hours, and the ability to complete assigned tasks on time. The Field Coordinator will function as an assistant to personnel at every level of the Youth Advocacy Program hierarchy. Generally he will be responsible for the orderly collection of research data compiled and completed by the field component to bring about proper retrieval and coordination of staff efforts.

II. Examples of Duties

A. Coordinates efforts between DJS, Department of Education, YAP and Evaluation Team and where necessary other referring sources.

B. Facilitates the transfer of field-obtained data to the Research Analyst.

C. Is responsible for re-ordering of quantitative data to assess agency responsiveness and availability in meeting program needs (service referral matrix).

D. Aids Resource Developer in the orderly and successful completion of his duties.

E. Prepares necessary reports and charts which will facilitate the administration of the program.

F. Seeks out, secures and directs the establishment of a resource library on youth advocacy, juvenile delinquency, youth programs, etc., with the aid of the Research Analyst.

G. Serves as a stand-in, in the field--in the absence of the regularly assigned supervisor.

H. Responds to requests for aid from all staff for technical assistance.

I. Aids in the development of special events and activities planned by the program or individual areas.

J. Additional duties as assigned.

III. Qualifications

A. A degree in the social sciences is preferred with special course work in statistics, research and evaluation.

B. Ability to communicate well with agency leaders, etc.

C. Excellence in written communication.

D. Initiative and stick-to-itive-ness.

Note: This staff member will receive an evaluation on a monthly basis. This evaluation will be general, but reflective of the manner and expediency with which the staff member executed his duties over that period. An evaluation will also be conducted and filed at the end of each year.

(xxx)

Support Staff

Resource Developer and Working Agreement Specialist (Full Time)

I. General Duties

A. Assists the Program Manager at the Program Manager's directions.

B. Contacts agencies in order to facilitate the delivery of services to the program.

C. Makes ongoing reports, both verbally and in writing, to be made available to the Program Manager.

D. Visits participating agencies periodically to determine their feelings, needs, etc., relative to YAP.

II. Specific Duties

A. Makes agency contacts for the purpose of negotiating for, or developing needed services for YAP clients.

B. Specifically demonstrates the availability or un-availability of community services to program youth.

C. Documents those agencies that readily deliver the services which they are mandated to deliver--and documents same with respect to those agencies which do not deliver, and/or do readily deliver mandated services to program youth.

D. Helps assist the program personnel in demonstrating the existence of YAP's service, and gives some indication as to what services and resources need to be developed in the community at large.

E. Helps the field supervisors take advantage of services once identified, or developed.

F. Maintains ongoing communication with all staff at every level, determines their needs and then makes definite steps to help satisfy those needs.

G. Develops resource manuals including all services specifically and/or particularly mandated to service youth on an ongoing and/or temporary basis.

H. Develops monthly activity notebooks to be distributed to each area that will include all recreational, vocational, social and cultural events to take place in the city and surrounding counties.

I. Keeps staff aware of all legislation pertinent to youth and that which affects the lives of youth.

J. Makes available to staff services existing in the counties which might be of specific benefit to youth serviced by YAP (i.e., community college courses, county events, etc.)

K. Additional duties as assigned.

III. Example of Duties as Executed in the Past

Negotiations with DJS and the Board of Education to pick up intake; negotiations with DSS and DJS for sanction of emergency shelter which will allow the program to develop this component. Negotiations with the Addict and Referral Center for an intake process placing program youth in a constructive program of drug treatment. Negotiations with Woodbourne Center for an evaluation process which would give the program leverage with the courts and maintain our posture as a diversion program, by keeping clients out of the Juvenile Justice System.

IV. Qualifications

A. At least a B.S. or B.A. degree with concentration in the social sciences or some area of the behavioral sciences.

B. Excellence in written communication.

C. Knowledge of community development and youth programs.

D. Ability to communicate well with most people.

E. Ability to cope with established agency politics.

F. Some knowledge of the technique of negotiation, and the ability to close negotiations at the most timely moment.

V. Monthly Evaluation and Final Evaluation at End of Fiscal Year

Support Staff

Social Worker

I. Characteristics of the Position

The Youth Advocate Services Project Social Worker is primarily interested in prevention rather than correction or clinical social work. Therefore, he is involved with the total caseload as far as what is being accomplished and successes being met. The social worker's services overlap to a certain degree with services of the supervisor and youth advocate, because some of these services may also be provided to a degree by these staff members. The collective methods of social work, group work, casework, community organization and research are utilized.

II. Specific Duties of the Social Worker

A. Works with Youth Advocate Services Project Staff (Supervisors, Youth Advocates, Field Coordinator, Resource Developer, etc.) and provides assistance to program's staff in the attainment of its goals.

1. Assists supervisors and youth advocates with more difficult cases of troubled children and their families.

2. Aids in or suggests ways of structuring learning situations to provide maximum socialization experiences for youth and their families.

3. Participates in monthly team meetings to assess needs of total caseload (i.e., vocational training, jobs, special education, etc.)

4. Participates in weekly or bi-weekly case conferences held in target areas and assumes responsibility for planning such meetings as appropriate.

5. Assists the staff by interpreting to parents the nature of the program and by sharing with parents the youth's adjustment.

6. Assists in the interpretation of the Youth Advocate Services Project to non-project personnel.

7. Collaborates with other agencies servicing clients.

B. Work with Families and the Youth

1. Works with the field staff, youth and his family to help determine cause of problem and develops short and long range plans of action to assist families and youth to cope with their problems.

2. Provides direct services through family and individual counseling and makes referrals to appropriate agencies.

3. Assists in follow-up services in collaboration with Staff or other resources.

4. Provides help to youth and families in discovering, expressing and examining their own feelings.

5. Assists youth and families in development of personal goals and values.

6. Aids youth in development of new attitudes and in the modification of old ones that cause difficulties.

C. Work with Parents

1. Interprets program to parents.

2. Secures information for better understanding of youth for and by project staff.

3. Encourages parents to help in working with children in the homes and community.

4. Interprets youth's behavior to help parents develop a realistic perception of their child's potential.

5. Provides consultation and help to parents whose problems affects their children.

6. Plans and coordinates in conjunction with supervisor and advocates in-service training sessions for parents.

7. Follows through on programs planned with cooperation of parents to assure that parents' needs are being met.

D. Work with Community Resources

1. Makes referrals of youth and parents to appropriate helping resources.

2. Helps Project Staff use existing community services.

3. Helps families use existing community services and resources to which they are entitled.

4. Plans with other resources on behalf of families.

5. Performs other responsibilities in this area as appropriate.

E. Develops a framework of pertinent techniques for working with parents and youth.

Support Staff

Field Assistant (Part Time)

I. Characteristics of the Position

The position of Field Assistant is a very sensitive one and entails assisting the Field Coordinator in her assigned duties. This position requires independence, thoroughness, creativity and the ability to complete assignments on time. The Field Assistant will work under the general direction of the Field Coordinator.

II. Examples of duties

A. Assists in the coordination and establishment of lines of communication with referral agencies.

1. Department of Education
2. Community Agenices
3. DJS

B. Assists the Field Coordinator, supervisor and advocates in data retrieval and forwards appropriate information to Research Analyst.

C. Serves as stand-in, in the absence of the Field Coordinator.

D. Assists in preparation of reports and charts that will facilitate the administration of the program.

E. Aids in the collection and assimilation of data for the Service Referral Matrix.

F. Assists the Field Coordinator in responding to requests for aid from all staff with respect to technical assistance.

G. Attends staff meetings and keeps abreast of program activities.

H. Secures materials relevant to the development of the resource library.

I. Additional duties as assigned.

III. Qualifications

A. Two years of college, preferably in the social sciences.
B. Should be a college student.
C. Ability to communicate with people.
D. Initiative and creativity.
E. Written communication and clerical skills.

Field Staff

Youth Advocate Supervisor (Full Time)

I. Characteristics of the Position

A. Under supervision, aids children and youth in trouble to obtain needed assistance.

B. Establishes and maintains cooperative relationships with agencies serving families and youth in an economically and socially deprived neighborhood area.

C. Does related work as required.

II. Examples of Duties

A. Supervises and assists Youth Advocates in the performance of their day-to-day duties.

B. Works with parents and other relatives of children and youth in the Youth Advocates' caseloads to help meet their needs and to obtain community resources and services.

C. Works with more difficult cases of troubled children and youth diverted from the Juvenile Court to help them obtain such services.

D. Works with the families of children and youth in the Advocates' caseloads to help decrease family conflicts.

E. May refer more difficult cases to the social worker of the Youth Advocacy Team and include social worker in case conferences, etc., pertaining to services for those cases referred to him.

F. Interprets and analyzes the records submitted by the Youth Advocates for the supervisor's own use and forwards appropriate information to Research Analyst.

G. Forwards necessary data (i.e., school, court, agency referrals) that might not be already accessible to Research Analyst.

H. Cooperates with Research Assistants and Field Coordinator in the forwarding of necessary data (i.e., school, court, etc.) to the Research Analyst which is to be obtained at regular intervals.

I. Prepares progress and activities reports to be submitted to the Program Manager.

J. Under direction of an experienced trainer and in conjunction with the trainer provides on-the-job training to Youth Advocates.

K. Conducts staff meetings.

L. Receives on-the-job and classroom training.

III. Knowledge and Skills

A. Knowledge of individual and family behavior and of the methods and techniques for developing and maintaining effective individual and family relationships.

B. Knowledge of the function and organization of community service agencies and facilities.

C. Understanding of basic principles of supervision; knowledge and comprehension of the conditions of poverty.

IV. Minimum Qualifications

A. Successful completion of four years training in a university or college or recognized standing.

B. Two years of relevant experience.

C. Successful completion of a training course in aiding children and youth diverted from the Juvenile Courts given by the Mayor's Office of Manpower Resources.

V. Monthly Evaluation and Final Evaluation at End of Each Fiscal Year

Field Staff

Assistant to the Supervisor (Part Time)

I. Characteristics of the Position

Under direct supervision of target area YAP supervisors, assists supervisor in requested areas. These may include certain clerical duties, assistance to Youth Advocates, and intergroup relations.

II. Examples of Duties

A. Receives on-the-job instruction in YAP procedures and goals.

B. Maintains YAP field office open when Supervisor is called out.

C. Attends community and local agency meetings and provides written reports of what transpires.

D. Prepares weekly report of activities for supervisor.

E. Assists advocates in certain work tasks.

III. Minimum Qualifications

A. Two years of college, preferably in the social sciences.

B. Should be full time college student.

C. Access to automobile.

D. Residence, or knowledge and familiarity, with the target area assigned to him.

Field Staff

Youth Advocate (Part Time)

I. Characteristics of the Position

A. Under supervision, aids children and youth in trouble to obtain needed assistance, and establishes and maintains cooperative relationships with agencies serving families and youth in an economically and socially deprived neighborhood area.

B. Does related work as required.

II. Examples of Duties

A. Is assigned cases of troubled youth diverted from the Juvenile Court and other sources and assists them to make effective use of social, cultural, recreational, educational, psychological and vocational services.

B. Helps such youth to obtain the services of appropriate community sources and other clients to obtain contacts.

C. Written reports on such data (referrals to agencies, etc.) will be submitted to the Supervisor on a regular basis and forwarded to the Research Analyst through the Field Coordinator and Research Assistants.

Is responsible for the compiling of written records on referrals to other sources and other client contacts.

D. Keeps written records of contracts, health forms and other activities.

E. Submits such records to supervisors.

F. Refers difficult problems to supervisors.

G. Participates in conferences and staff meetings.

H. Assists in the follow-up of referrals.

I. Participates in on-the-job and classroom training.

III. Minimum Qualifications

A. Training and Experience

Successful completion of a training course in aiding children and youth diverted from the Juvenile Court given by the Mayor's Office of Manpower Resources.

B. Knowledge and Skills

1. General knowledge of the function of community service agencies and community facilities.

2. Knowledge and understanding of the conditions of poverty; ability to maintain effective relationships with troubled youth and with the public and other staff members.

3. Ability to communicate effectively, both orally and in writing; demonstrated peer leadership or performed community work.

C. Other Characteristics

1. Willing to pursue a high school diploma or its equivalent within one year; and to obtain same within two years.

2. Seventeen (17) years of age or older; resides in the neighborhood where assigned.

D. Salary

$2.50 per hour depending on education, experience, job performance.

IV. Monthly Evaluation and Final Evaluation at End of Each Fiscal Year

APPENDIX IV

The Battery of Administrative Forms Presently in Use

Date of Referral _____
Date of Intake _____

YOUTH ADVOCACY PROGRAM
CLIENT DEMOGRAPHIC DATA COLLECTION FORMS

NAME _____ CASE NO. _____

ADDRESS _____ ZIP CODE _____ CENSUS TRACT _____

AREA (Circle One) NW SW SE SUPERVISOR _____
ADVOCATE _____

A.
1. Age - 12 13 14 15 16 (circle one)
2. Birthdate ___ ___ ___ (Mo. Day Yr.)
3. Sex: M F (circle one)
4. Race: B W Other (circle one)

B. REFERRAL SOURCE (check one)
1. DJS
2. Dept. of Ed.
3. Other, Explain _____

4. Date of Referral _____
5. Date of Intake _____
6. Name of Referring Person _____
Job Title _____
Telephone No. _____

C. SCHOOL STATUS (check one)
1. Unknown ___
2. Attending ___
3. Suspended ___
4. Truant ___

D. SCHOOL GRADE COMPLETED
1. ___ 6th
2. ___ 7th
3. ___ 8th
4. ___ 9th
5. ___ 1st year H.S.
6. ___ 2nd year H.S.
7. ___ 3rd year H.S.

School _____

E. EMPLOYMENT STATUS AT INTAKE (check one)
1. Employed ___
2. Not employed ___
3. If employed, where and how? _____

Would client like to be employed? Yes__ No__

F. TYPE OF CASE (check all appropriate reasons)
1. ___ Truancy
2. ___ Run-away
3. ___ Ungovernable
4. ___ Other (describe)

G. REFERRAL STATUS (check all appropriate reasons)
1. ___ No previous contact (DJS)
2. ___ Prior contact with courts
3. ___ Delinquency Pending
4. ___ Complaint-Misdemeanor
5. ___ Complaint-Felony
6. ___ Other, Explain _____

H. PRIOR CONTACT WITH [illegible]: (Describe) _____

I. REASON FOR REFERRAL (set forth in paragraph 1) How client sees problem(s); 2) How family sees the client's problem(s); 3) How you see the problem(s); 4) Recommendations - Use back of this form for completion

J. PARENTAL STATUS

1. __ Married-Living with spouse
2. __ Mother deceased
3. __ Father deceased
4. __ Both deceased
5. __ Parents separated
6. __ Parents divorced
7. __ Parents unmarried
8. __ Other, explain

M. FAMILY INCOME

Earnings _____
Social Security _____
Unemployment compensation _____
Dept. of Social Services _____
Support payments _____

K. NUMBER OF CHILDREN IN FAMILY: ____

L. POSITION OF CLIENT IN FAMILY: _____

N. FAMILY MEMBERS IN THE HOME (Begin with parents)

NAMES:	RELATIONSHIP	AGE	SCHOOL GRADE COMPLETED	OCCUPATION	INCOME

O. IMMEDIATE FAMILY MEMBERS OUTSIDE OF HOME

NAMES:	RELATIONSHIP	AGE	SCHOOL GRADE COMPLETED	ADDRESS - PHONE NO.

P. EMPLOYMENT HISTORY OF PARENTS

Employed __ Not employed ____

If employed, where, job title and how long?_____

PAST EMPLOYMENT WHERE	JOB TITLE	DATE OF EMPLOYMENT
		FROM _____ TO _____
		FROM _____ TO _____
		FROM _____ TO _____

Q. LIVING CONDITIONS

1. Do you currently: (check one)

___ 1. Own a house

___ 2. Rent a house

___ 3. Live in public housing

2. Length of time in current house _____

3. Monthly rental or house payments_____

4. No. of bedrooms_____

5. How many to client's bedroom _____

6. No. of family moves _____

7. Briefly describe physical condition of house and surrounding neighborhood.

_____

R.

1. Who would client prefer to stay with? Explain and give name, address, phone number and relationship.

2. Who would parents prefer to have client stay with? Explain and give name, address, phone number and relationship.

S. IS THE DEPARTMENT OF SOCIAL SERVICES SERVING FAMILY (at Intake)? Yes___ No___

1. If "yes", describe services being offered._____

_____

2. Is family being seen by Service Worker_____or caseworker_____.

Give name_____Phone no._____

District Office address_____.

3. Does family have medical assistance? Yes___ No___

4. Does family receive Food Stamps? Yes___ No___

T. OTHER AGENCIES SERVING CLIENT AT INTAKE (LIST)

(Include recreational activities and social involvement with community, as well as service rending facilities)

NAME OF AGENCY	SERVICE RENDERED	WHEN	CONTACT PERSON	PHONE NO.

U. AGENCIES SERVING OTHER FAMILY MEMBERS AT INTAKE

NAME OF AGENCY	SERVICE RENDERED	WHEN	CONTACT PERSON	PHONE NO.

YOUTH ADVOCACY PROGRAM

Client Health History Collection Forms

NAME_____ CASE NO._____

FAMILY HISTORY

Father (If not living, cause of death _____

Mother (If not living, cause of death _____

Guardian _____ Relationship_____

YOUTH'S MEDICAL HISTORY: Height_____ Weight _____ Sex _____ D/O/B_____

Please check the answers that best describes your condition:

Do you have.....	Frequently	Infrequently	Never
Coughing spells			
Sore throats			
Poor appetite			
Nose bleeds			
Constipation			
Diarrhea			
Fevers			
Poor vision			
Headaches			
Insomnia (unable to sleep)			
Stomach aches			
General aches and pains			
Ear aches			
Colds			
Acne (skin blemishes)			
Tooth aches			
Shortness of breath			
Nervous spells			
Fainting spells			
Dizziness			
Skin/body rashes			
Allergies			

Do you consider yourself in good health? Yes_____ No _____

Approximately how many days have you been sick during the past year?
Less than 10 days_____ More than 10 days _____

Do you have any other physical complaints not previously mentioned? Yes___ No___

If "yes" please describe complaint:_____

PAGE TWO

When is the last time you had a physical examination?
Less than a year ago _____ More than a year ago _____

When is the last time you had your eyes examined?
Less than a year ago _____ More than a year ago _____

Have you ever been told that you should wear eyeglasses? Yes ___ No ___

By whom were you told?_____ Are you now wearing eyeglasses? Yes ___ No ___

When is the last time you had your hearing tested?
Less than a year ago _____ More than a year ago _____

Have you ever had an operation? Yes ___ No ___ If "yes" please state kind of operation(s) and when _____.

Are you presently taking any medicine prescribed by a Doctor? Yes ___ No ___

If "yes", what kind_____and for what condition _____
_____.

To your knowledge are you allergic to any kind of medicine? Yes ___ No ___

If "yes", what kind of medicine _____.

What hospital do you and/or your family (guardian) usually go to?_____.

Does your family and/or guardian have a family doctor? Yes ___ No ___

If "yes", what is his name and address _____
_____.

FOR FEMALES ONLY

Do you have any of the following problems during your menstrual period?

	Frequently	Infrequently	Never
Severe cramps	_____	_____	____
Heavy bleeding	_____	_____	____
Severe headaches	_____	_____	____

YOUTH ADVOCACY PROGRAM
CLIENT SCHOOL ACTIVITY COLLECTION FORMS

EDUCATIONAL DATA

NAME _____ CASE NO. _____

SCHOOL _____ GRADE _____

Contact person _____ Job Title _____ Telephone _____

A. PRESENT SCHOOL STATUS

1. Attending
2. Suspended
3. Truant

B. PRESENT COURSE OF STUDY

1. Special education
2. College preparatory
3. Academic
4. Vocational
5. Regular
6. Other

C. LIST GRADES REPEATED

_____
_____
_____

D. SIGNIFICANT TEST RESULTS (if available)

1. IQ _____
2. Reading level _____
3. Math level _____
4. Psychological _____
5. Other, explain _____

E. NUMBER OF SCHOOLS ATTENDED DURING SCHOOL LIFE AND WHEN (give suspected reasons for transfers).

F. HEALTH REPORT (obtained from cummulative record; include report on physical examinations especially concerning eye, hearing or speech defects and hygienic problems).

SCHOLASTIC RECORD (dating back at least 3 years)

YEAR																
CLASS																
SUBJECT	1	2	3	YR.	1	2	3	YR.	1	2	3	YR.	1	2	3	YR.
English																
Math																
Algebra																
Social Studies																
Geography																
History																
Language																
Business Ed																
Home Economics																
Industrial Arts																
Physical Ed.																
Art																
Music																
Science																
QUARTERS	1	2	3	YR.	1	2	3	YR.	1	2	3	YR.	1	2	3	YR.
Conduct																
Work Habits																
Days Absent																
Days Late																

H. SCHOOL ATTENDANCE DURING STAY IN PROGRAM

	1	2	3	4	5	6	
MONTH							
Days Absent							
Days Late							
Suspension Date							
Reinstatement Date							

I. Give reasons for suspension:

J. Additional comments: (Possibly to include teacher's evaluation of child's difficulties and the parents involvement with the school)

YOUTH ADVOCACY PROGRAM

Client Activity Data Collection Form

NAME _____ CASE NO. _____

A. EMPLOYMENT STATUS DURING PROGRAM

1. Was client employed for any period of time during YAP contact? Yes__ No___
(eg. summer job, odd job or any other means in which client earned money)

a. If yes, where _____ (Write "same" if client has the job he had at intake)

b. If yes, how long? _____ Dates: From _____ To _____

2. Was YAP instrumental in obtaining the job? Yes ___ No ___

If yes, how? _____

B. AGENCIES SERVING CLIENT AND/OR FAMILY DURING STAY IN PROGRAM
(Indicate specific service ie. tutoring, individual or family counseling, etc.)

NAME OF AGENCY	SERVICE RENDERED	DATE REFERRED	CLIENT OR FAMILY MEMBER (use name)

C. TREATMENT SERVICES OFFERED BY YAP

	DATES						
Individual Counseling							
Group Counseling							
Parent Counseling							
Family & Client Counseling							
Other, explain							

D. COURT CONTACT

Has the client had any contact with the court since joining YAP? Date_____

(Gone before the Master) Yes _____ No _____

If Yes, continue .....

Reason for contact: (please check)

_____Client initiated

_____Parental complaint (runaway etc.)

_____Police charge _____

_____Citizen complaint _____

_____Other, explain _____

Disposition of case: (please check)

_____Dismissed

_____Waiver

_____Pending investigation

_____Probation

_____30 day Diagnostic Evaluation

_____Institutionalization (Training school ____; Group home _____)

_____Foster Care

_____Other, explain _____

Non-prejudicial contact: (please check)

Reason: _____Client initiated

_____Seeking Foster Care

_____Family dissolution

_____No family members available to care for child

_____Dependency and neglect

Disposition: (please check)

_____Assigned to Foster Care through DJS

_____Custody of child given to one parent or to another family member.

_____Psychiatric evaluation and/or treatment (individual or family basis)

_____Referred to alternative community resource.

_____Other, explain _____

YOUTH ADVOCACY PROGRAM

PARENT PROGRESS REPORT

NAME_____ CASE NO._____

Weekly Progress Status (LIST) Date_____

Weekly Progress Status (LIST) Date_____

Weekly Progress Status (LIST) Date_____

_____
Parents Signature

_____
Advocate

_____
Supervisor

YOUTH ADVOCACY PROGRAM

CLIENT DEACTIVATION AND TERMINATION FORM

		DATE
Deactivated	____	_____
Extended	____	_____
Terminated 3 months	____	_____
Terminated 6 months	____	_____
Other, Explain	__	_____

NAME_____CASE NO._____

A. ACTIVE CASES TO BE DEACTIVATED

Reasons for deactivation (check all applicable) Date of deactivation _____

___a. Client drops out by choice
___b. Client drops out at advise of parent
___c. Client referred to another agency
___d. Client successful in completing treatment program
___e. Client not susceptible to existing YAP treatment services
___f. Client partially successful in completing treatment program
___g. Other, describe _____

_____

Please write an explaination for your choice of the above reasons:

B. RECOMMENDATIONS

1. Extension of service _____
2. Termination of service _____
3. Referral to another agency _____
4. None _____
5. Other, explain _____

Date of Termination _____

C. IS CASE TO BE EXTENDED? Yes _____ No _____

If "yes", describe subsequent treatment program.

D. IS CASE TO BE TERMINATED? Yes_____ No_____ Date of Termination_____

If "yes" list recommendations for after care.

1._____

2._____

3._____

4._____

5._____

YOUTH ADVOCACY PROGRAM

CLIENT FOLLOW UP COLLECTION DATA FORM

		DATE
Termination	_____	_____
Follow up 3 months	_____	_____
Follow up 6 months	_____	_____
Follow up 12 months	_____	_____

NAME _____ CASE NO. _____

TYPE OF FOLLOW UP (check one)

1. Staff contact with client _____
2. Client contact with staff _____
3. Staff contact with family _____
4. Staff contact with agency _____
5. Other, explain _____

FOLLOW UP STATUS (3 months) _____ (6 months) _____ (12 months) _____ Date _____

Describe status at follow up time:

_____

_____

_____

_____

_____

YOUTH ADVOCACY PROGRAM

CURRENT CLIENT STATUS REPORT

NAME _____ CASE NO. _____

ADDRESS _____ ZIP CODE _____ PHONE NO. _____

AREA (Circle One) NW SW SE SUPERVISOR _____

DATE OF REFERRAL _____ ADVOCATE _____

DATE OF INTAKE _____ REFERRAL SOURCE _____

NAME OF REFERRING PERSON _____ JOB TITLE _____

TYPE OF CASE _____ REASON FOR REFERRAL _____

_____

_____

Current Progress Summary (To include the following:

1. Client's problem(s)
2. How does the family see the client's problem(s)
3. The main effort that has been made by YAP including any other agency to bring about an adjustment and
4. Recommendations for future involvement with client).

YOUTH ADVOCACY PROGRAM

AGENCY CONTACT SHEET

Date _____

1. Name of client _____ Case No. _____

2. Address _____ Zone _____ Census Tract _____

3. Who is being referred? (check one) (a) Client ____ (b) Family member(s) ____

   If (b) is checked, indicate name and relationship _____

4. Reason for referral _____

   _____

5. Community service contacted _____

   Address _____ Phone _____

   Contact person _____ Job Title _____

6. Referral Outcome (check where applicable)

   a. ___ Information collection or exchange
   b. ___ Accepted
   c. ___ Placed on waiting list
   d. ___ Client refused service
   e. ___ Agency refused service
   f. ___ Agency not suited to client needs
   g. ___ Service not offered by agency
   h. ___ Other, explain

   _____

7. Specific service sought by YAP _____

8. Explanation for No. 6 if necessary _____

   _____

   _____

9. Anticipated amount of time client will utilize this service (if applicable)

   _____

10. Was there an agreement established for future co-operation between the agency and YAP? Yes ___ No ___

    If yes, describe (use additional sheets if necessary) _____

    _____

    _____

CONTACT SHEET

WORKER'S NAME _____

CLIENT'S NAME _____ CASE NO. _____

DATE	CLIENT VISIT HOME	CLIENT VISIT NOT HOME	AGENCY VISIT	TELEPHONE CALLS	BRIEF DESCRIPTION OF CONTACT

AGREEMENT TO PARTICIPATE IN THE YOUTH ADVOCATE SERVICES PROJECT

The Youth Advocate Services Project has been fully explained to me. I also have read and understand the description of this project contained in the paper entitled "Baltimore City Youth Advocate Services Project."

Based upon this information, I agree to participate in the Youth Advocate Services Project. This means that I will cooperate with my Project Supervisor and my Youth Advocate is dealing with the situation which brought me to the Court.

My Project Supervisor_____ Tel._____
Project Supervisor

My Youth Advocate is_____Tel._____

_____ _____
Signature Date

AGREEMENT TO PARTICIPATE IN THE YOUTH ADVOCATE SERVICES PROJECT

This is to indicate that the Youth Advocate Services Project has been fully explained to me and that I have read and understand the description of this Project contained in the paper entitled "Baltimore City Youth Advocate Services Project."

Based upon this information, I agree to permit my child, _____ (Name of Child) to participate in the Youth Advocate Services Project, and to withdraw my complaint to the Juvenile Court that _____ (Name of Child) is a Child in Need of Supervision. However, I recognize that I can take my child out of the program at any time, and that I can file another complaint with the Court at any time.

By allowing _____ (Name of Child) to participate in the Youth Advocate Services Project, I agree to the following conditions:

1. I agree to cooperate with staff of the Youth Advocate Service Project in their efforts to help my child. In particular, I will not try to prevent staff from talking with my child at any reasonable time of the day or evening.
2. Staff of the Project may place my child in an Emergency Shelter Home, located in Baltimore City, for periods of up to five consecutive days and nights.
3. In the event my child is placed in an Emergency Shelter Home, I recognize that I continue to be responsible for all major medical, dental and other health care which my child may require while residing in an Emergency Shelter Home. Project staff is responsible for promptly notifying me of the need for such care.

4. I agree not to visit my child while he or she is residing in an Emergency Shelter Home unless I have first contacted the Project supervisor assigned to help my child, and that supervisor has given his permission.

The Project supervisor assigned to helping me and my child is _____ (Name of Supervisor). The Youth Advocate who also will be working closely with my child is _____ (Name of Advocate), telephone number_____.

_____ _____

Signature of Parent/Guardian Date

Telephone Number_____